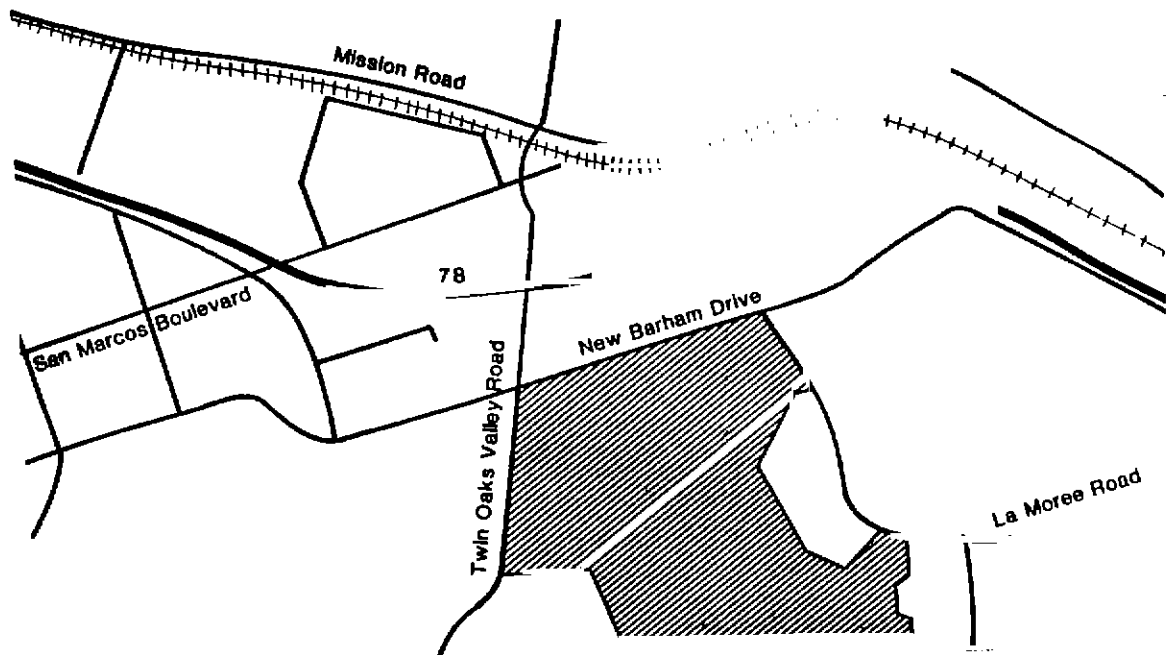


THE TWENTIETH CAMPUS

AN ANALYSIS OF THE CALIFORNIA STATE UNIVERSITY'S
PROPOSAL TO ESTABLISH A FULL-SERVICE CAMPUS IN THE
CITY OF SAN MARCOS IN NORTHERN SAN DIEGO COUNTY



CALIFORNIA POSTSECONDARY
EDUCATION COMMISSION



Summary

This report analyzes the California State University's proposal to convert its North County Center in San Marcos from a permanent upper-division and graduate off-campus center to the twentieth full-service campus of the system

The Executive Summary on pages 1-4 summarizes the reasons for the report and lists 16 conclusions and five recommendations regarding the proposal

Part One on pages 5-18 traces the evolution of the State University's plans for serving the residents of northern San Diego County, including the development of the North County Center and the current proposal to expand it to a campus

Part Two on pages 18-46 responds to the proposal in light of both the Commission's eight criteria for approving new campuses of the State University and current restrictions on the use of the term *university* for the campus

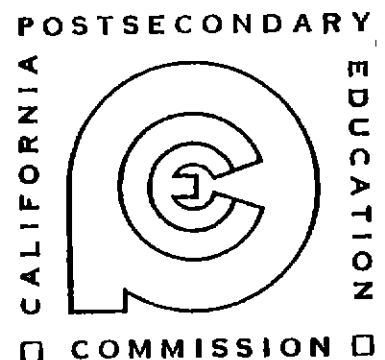
Finally, Part Three on pages 47-52 explains the rationale for the Commission's recommendations approving both the conversion from center to campus and appropriations for campus master planning, calling for a supplemental report from the State University on enrollment projections for the campus, and urging a change in the law regarding the process by which a State University campus is designated a *college* or a *university*

The Commission adopted this report at its meeting on January 23, 1989, on recommendation of its Policy Development Committee. Additional copies of the report may be obtained from the Library of the Commission at (916) 322-8031. Questions about the substance of the report may be directed to William L. Storey of the Commission staff at (916) 322-8018.

THE TWENTIETH CAMPUS

*An Analysis of the California State University's
Proposal to Establish a Full-Service Campus
in the City of San Marcos
in Northern San Diego County*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985





COMMISSION REPORT 89-2
PUBLISHED JANUARY 1989

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Executive Summary

THIS report contains the Commission's analysis of the California State University's proposal to convert the North County Center in San Marcos from a permanent upper-division and graduate off-campus center to a full-service campus. The permanent off-campus center, which was approved by the Commission in November 1987 (Report 87-40) is scheduled to open in the Fall of 1992, with the full-service campus commencing operations in the Fall of 1995.

In this report, the Commission notes that consideration of the proposal was accelerated by 1987 Budget Act language, which stated that:

Within two years of the acquisition of the property for the off-campus center in North San Diego County, the California State University shall submit to the Legislature and the California Postsecondary Education Commission an analysis of the feasibility of establishing a full-service campus at this site. This analysis shall also include the effects that establishment of a full-service campus would have on (1) the other California State University campuses, (2) the University of California campuses, and (3) the California Community Colleges. It is the intent of the Legislature that, if it is determined a full-service campus is not to be established in this location, the additional property acquired to accommodate a full-service campus shall be declared surplus and sold (Chapter 135, Statutes of 1987, Item 6610-301-782[3] and "Provisions" Section 3).

Had that language not been approved, it is probable that the State University would not have requested Commission action for several years, a delay that would have permitted the Commission to complete its long-range planning study. This scheduling problem created a conflict between the Commission's obligation to consider segmental proposals for new campuses and centers on their own merits, and its desire to provide State policy makers with an overall planning context for new facilities in all segments through the year 2005.

To address both concerns, the Commission has separated the issue of the merits of the San Marcos proposal from the issue of capital outlay financing. Accordingly, it has noted that the State University's planning for the campus, within the context of its own segment, has been commendable, and that the need for additional services in northern San Diego County is great. All of the criteria for approving a new campus that are contained in the Commission's *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers* have been met, and the campus is therefore recommended for approval. At the same time, the Commission recommends that financing for the new campus be deferred until the long-range planning study is completed, so that the capital and support needs of this new campus can be discussed within the context of statewide population and enrollment projections, the resource needs of existing campuses throughout the State, the plans of the University of California and the California Community Colleges, and the State's ability to finance higher education's future needs.

The Commission's conclusions and recommendations are as follows:

General conclusions

1. State University's planning effort for what may become its twentieth campus has been commendable. It has built strongly on the earlier efforts that led to the Commission's approval of the permanent North County Center, and has been diligent in consulting extensively with members of the local community, the area's Community Colleges, the University of California, and various State agencies including the Commission. While some concern might be expressed about the University of San Diego's (USD) opposition to the project, it appears that the State University has gone as far as prudence demands, and likely that

a stable independent institution such as USD will not be adversely affected

- 2 Because of the State University's excellent planning effort, and the evident need for an additional campus in northern San Diego County, the Commission concludes that San Marcos should be approved as the twentieth campus of the California State University system. Parallel to this conclusion, and in response to the 1987 Budget Act language, is the additional conclusion that all of the 302 acres of land at the Prohoroff Ranch site in San Marcos will eventually be needed for the campus and that none of the property should therefore be sold.
- 3 The issues surrounding expansion in all three segments of California higher education are similar to those experienced in the late 1950s that led to the creation of the *Master Plan for Higher Education in California* and the Donahoe Higher Education Act. A major difference between the 1950s and the 1990s, however, is that the State has fewer available resources, as well as greater obligations, than it did 30 years ago, and consequently may have greater difficulty funding a major expansion in higher education facilities. Because of both the similarities and the differences, the Commission's long-range planning study assumes a special importance, and leads to the conclusion that capital outlay funds specifically directed to the establishment of new campuses and off-campus centers -- other than those for which working drawings, construction, or equipment funds have already been appropriated -- should not be approved until after the long-range planning effort has been completed.
- 4 A very large array of data and information has been accumulated relative to the State University's proposal to convert the permanent San Marcos Center to a full-service campus. These include population and enrollment projections, academic plans and programs, a consideration of alternatives, and an extensive amount of planning for both the permanent off-campus center and the permanent campus. So persuasive are these data that the Commission is convinced that, regardless of the outcome of the long-range planning study, the San Marcos campus will occupy a high priority in the State's future expansion plans.
- 5 Questions remain concerning the viability of the enrollment projections that are based on data due to be updated in the Spring of 1989. For that reason, and because well-defined enrollment projections are crucial to a consideration of capital outlay planning, the Commission reiterates the need to delay capital appropriations for the new San Marcos campus.
- 6 A one-year delay, until early 1990, in approving capital outlay appropriations for the San Marcos campus will not unduly limit or restrict the State University's ability to provide quality educational services to the northern region of San Diego County. In all probability, delaying a final authorization for capital outlay appropriations until early in 1990 will not unduly disrupt current planning schedules or the phasing of capital outlay requests. The first request for capital funding for the campus, a request that will be limited to planning and working drawings, should not be required prior to the 1991-92 fiscal year, over a year after completion of the Commission's long-range planning project. Should the Trustees decide to request funds as early as 1990-91, there is ample precedent for conditioning release of those funds on Commission approval. Such a condition would also leave the schedule undisturbed.
- 7 Should unforeseen delays in the capital outlay appropriation or construction process delay the opening date of the San Marcos campus from Fall 1995 to Fall 1996, a sufficient array of educational services will still exist in the North County area to provide for the education of all qualified students. Lower division students can continue to be accommodated at MiraCosta and Palomar Colleges, with upper division and graduate students attending the previously approved permanent off-campus center.
- 8 The State University should continue to plan for the San Marcos Campus, and the Governor and the Legislature should support those planning efforts.

Specific conclusions

- 9 The population and enrollment projections developed by the California State University and the Population Research Unit of the Department of Finance, although of a preliminary nature pending publication of the Series 7 forecast by the San Diego Association of Governments, appear to be large enough to justify the establishment of a new campus in northern San Diego County. The enrollment projections indicate a service demand of 4,379 full-time-equivalent students in 1995-96 and about 5,000 by the year 2000, a level that is larger than the enrollments at three existing State University campuses, and about the same size as three others. Due to the need to phase enrollments, however, the campus is expected to open with 2,743 full-time-equivalent students in Fall 1995, growing to 4,820 in the year 2000. The first criterion of the Commission's *Guidelines and Procedures* has therefore been satisfied.
- 10 Although statewide enrollment demand through 2010 indicates that the 19 existing campuses could be expanded, within master plan limitations, to accommodate total enrollment demand, the State University has presented a case for regional growth in the San Diego area sufficient to satisfy the requirements of Criterion 5.
- 11 Within the context of its own segment, the State University has considered all reasonable alternatives to the establishment of the San Marcos campus in a thorough manner. These include the expansion of existing off-campus centers, the expansion of existing campuses, and the increased utilization of existing campuses. All of these alternatives were rejected for three primary reasons, first that the enrollment demand is too great to be housed in one or more off-campus facilities, second that the service area is too isolated from campuses with expansion potential, and third that the only available campus in the region, San Diego State University, has already reached its master plan limit of 25,000 full-time-equivalent students.
- 12 Concerning consultation with, and possible impacts on, other institutions, the State University has engaged in a comprehensive planning process that has involved all affected members of the community, including other public and independent institutions in the area. Strong local and regional interest has been expressed from a wide variety of interested individuals and groups, and enrollments at both the University of California and the local Community Colleges have been fully considered in the development of the enrollment projections. The sole objection to the proposal, from the University of San Diego, has not persuaded the Commission to reject the San Marcos campus, since that independent institution has a stable enrollment, because it could not accommodate the enrollment growth projected for the region, and because many students in need of services cannot afford the much higher tuition and fees charged by that or other independent institutions.
- 13 With regard to program description and justification, the State University presented its best estimate of a program configuration through 1998. In addition, a complete program description for the San Marcos Center was presented and approved by the Commission in 1987. At this stage of the planning process, it is not reasonable to expect the State University to be able to present a complete program description for the new campus, principally because that program array will be determined by the new campus's administrators and faculty, who are not yet in place. Accordingly, it is reasonable only to expect that, as planning proceeds, the State University will keep the Commission advised concerning changes in the programs proposed for the new campus.
- 14 The physical, social, and demographic characteristics of the north San Diego County region were described at considerable length in the Commission's previous reports on the San Marcos Center, and have not changed since that time. Consequently, Criterion 11 is considered to be satisfied by reference to the earlier reports.
- 15 In its follow-up report on the San Marcos Center, the State University submitted a comprehensive report on the ways in which it intended to facilitate access for disadvantaged students. In its report on the San Marcos campus, this report was expanded further to include a description of how the campus would facilitate not only access but retention. The Commission regards these statements of intent to be adequate to fulfill the requirements of Criterion 12.

- 16 There is no longer any persuasive reason to continue the practice of Commission approval of changes in the names of individual State University institutions from "College" to "University." Accordingly, it is the Commission's judgment that those *Education Code* sections requiring such approval be repealed following final approval of the proposal, and that the San Marcos campus, should it be approved by the Governor and the Legislature, commence operations as "California State University, San Marcos" or such other name as the Trustees alone shall determine

Recommendations

Based on the above conclusions, the Commission offers the following recommendations

1. The California State University's proposal to convert the San Marcos Center to a full-service campus should be approved. Lower division students should be admitted no earlier than the Fall of 1995.
2. Master planning for the San Marcos campus should continue without interruption, with sufficient funds appropriated to provide for that purpose.
3. Capital outlay appropriations for the North County Center should continue to be considered fully approved by the Commission. The Commission recommends that the Governor and the Legislature support appropriations for continued planning for the San Marcos campus. However, the Governor and Legislature should take into account the Commission's long-range statewide plan as they appropriate future capital outlay funds for the San Marcos campus beyond the 1989-90 budgeted appropriations.
4. The opening enrollment projections for the San Marcos campus, currently listed at 2,743 full-time-equivalent students for the 1995-96 academic year, then growing to 13,374 full-time-equivalent in 2020-21, should be considered preliminary. The State University should submit to the Commission and to the Population Research Unit of the Department of Finance a supplemental report revising those projections, if revisions are deemed to be necessary, based on the San Diego Association of Governments "Series 7" forecast, to be released in the Spring of 1989. This report should be submitted no later than October 1, 1989.
5. The Governor and the Legislature should repeal Education Code Sections 89032, 89033, 89033.1, and 89034 relating to the process by which the names of individual campuses of the California State University are changed from "College" to "University." At the same time, through a clear statement of intent the Legislature should indicate that such repeal is not intended to contravene the provisions of Section 66608, which specifies the State University's mission and function under the Master Plan and the Donahoe Act.

Background to the Proposal

SECTION 66903(5) of the *Education Code* states that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 provides further that

It is the intent of the Legislature that sites for new institutions and branches of the University of California and the California State University, and such classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission

Pursuant to that legislation, the Commission developed a series of guidelines and procedures for the review of such proposals in 1975 and revised them in 1978 and 1982. Using these guidelines, reproduced in Appendix A, the Commission has evaluated numerous proposals submitted by the California State University and the California Community Colleges for the establishment of new campuses and off-campus centers. Until now, however, it has never received a proposal for a new campus for the University of California or the California State University, but now the State University has proposed establishing its twentieth campus in the City of San Marcos in northern San Diego County. In this report, the Commission responds to that proposal.

Early history of the proposal

The State University's efforts to establish a permanent presence in northern San Diego County date back to the late 1960s. In 1969, the Office of the Chancellor issued a staff report which concluded that "an ultimate need existed" for an additional State College campus in the area (The California State University, 1969, p. iv). Chancellor Dumke forwarded the report to the Coordinating Council for Higher Education, but the Council took no formal action on it, explaining that no additional facilities

could be considered "until presently available facilities on existing campuses were more adequately and properly financed" (Spaulding, 1970).

Throughout the early 1970s, the San Diego Chamber of Commerce, political leaders, and business and civic groups continued to encourage a north county campus, despite diminished State University interest in such a campus -- a circumstance precipitated in part by the fact that the Trustees increased the enrollment ceiling at San Diego State University by almost 25 percent in the early '70s, thereby relieving most of its enrollment pressures.

In the summer of 1976, San Diego State University administrators and faculty met with officials from the Office of the Chancellor to consider alternative approaches to serving the north San Diego County area. Throughout the late 1970s, however, higher education enrollments declined, and a number of State University campuses developed excess capacity. Although San Diego State University continued to achieve its master plan enrollment ceiling, the legislatively established policy of "redirection" (*Education Code* Section 66011) dictated that its excess enrollments be accommodated on other campuses within the State University system. In addition, due principally to the passage of Proposition 13, available resources within the State budget were reduced to the point where funding for a new campus in the north county area could not reasonably be expected.

In the face of these realities, the Office of the Chancellor abandoned plans for a north county campus, suggesting instead that San Diego State University "seriously consider the alternative of offering classes in a satellite center" in order to provide the higher education opportunities requested by residents in the north county area (The California State University, 1979, p. 1). That suggestion led to the development of a formal proposal for establishing a State-supported upper-division and graduate center in leased facilities in the City of Vista. That proposal envisioned the offering of between 20 and 24 courses in four degree programs during the first year. The Office of the Chancellor submitted that proposal to

the Postsecondary Education Commission in February 1979, and in May, the Commission approved the following motion in which it deferred action

RESOLVED, That the California Postsecondary Education Commission take final action on the proposed center in northern San Diego County when its off-campus study is completed and the general policy issues regarding off-campus instruction in California are resolved

The Commission published that study, *Degrees of Diversity*, in March 1980, but the subject of the north county center was never raised. The fact that no capital outlay funds were requested for the center at that time may have persuaded the Commission that no further action was required.

In September 1979, San Diego State University opened its temporary North County Center in leased facilities in Vista with 148 headcount students (60 full-time-equivalent students). Enrollments grew steadily, as shown in Display 1 below, and three years later, the center moved into expanded facilities

in San Marcos -- its present location. No further actions were taken regarding the State University's presence in the north county area for the next five years, until the State University began an overall evaluation of the need for new facilities and services throughout the State.

Actions taken from 1984 to the present

In 1984, Chancellor Reynolds appointed an ad hoc staff committee, chaired by Deputy Provost John M. Smart, to explore the need for new State University services and facilities throughout the State. That committee reported on January 10, 1985, that upper-division and graduate offerings were needed in several areas of California, northern San Diego County among them, and that this need should be accommodated in either temporary or permanent off-campus centers. It proposed no new four-year campuses for the foreseeable future, and it concluded its report by recommending that

DISPLAY 1 *Fall Headcount and Full-Time-Equivalent Enrollments, and Number of Headcount Students per Full-Time-Equivalent Student at the San Marcos Center, 1979 to 1988*

Year	Headcount	Number of Fall Term Students Full-Time Equivalent	Number of Headcount Students per Full-Time Equivalent Student
1979 (est) ¹	148	60.0	2.5
1980 (est)	258	105.0	2.5
1981 (est)	283	115.0	2.5
1982 (est)	296	83.1	3.6
1983 (actual)	333	84.9	3.9
1984 (actual)	373	164.2	2.3
1985 (actual)	639	263.5	2.4
1986 (actual)	967	360.1	2.7
1987 (actual)	1,211	473.2	2.6
1988 (est)	1,905	800.0	2.4

¹ Prior to Fall 1983, both headcount and full-time-equivalent student figures for the San Marcos Center were subsumed under the larger totals for San Diego State University.

Source: Letter to William L. Storey from Richard Rush, October 27, 1986, and the California State University, 1988.

funding be provided for marketing and demographic studies in northern San Diego County to facilitate planning for expanded center operations, and studies to determine the best location and circumstances for expanded center facilities (The California State University, 1985, p 25)

During the 1985 legislative session, Senator William A Craven of Carlsbad introduced Senate Bill 1060, which appropriated \$250,000 to enable the Trustees to perform population projections, an industry and income profile, an analysis of specific educational program requirements, and an assessment of overall educational needs and currently provided services. Following legislative and gubernatorial approval of the bill (Chapter 575, Statutes of 1985), the Trustees retained the consulting firm of Tadlock & Associates of Carmel, California, who completed their report in March 1986. In that report, the consultants made four major recommendations

- 1 That CSU plan for a comprehensive campus in NCSA [North County Service Area] to house a minimum of 14,900 enrollment and a maximum of 21,000 by the year 2010
- 2 That CSU acquire the site as rapidly as possible because rapid commercial and residential growth in the area is depleting good site availability and increasing costs
- 3 That CSU locate the site on the Highway 78 corridor or its connections to I-5 and I-15 to obtain optimum ease of access for a maximum number of NCSA residents
- 4 That particular attention be given to meet the following major educational needs

Education

General Service Operations

Business

Information Services and Systems

Health Services

General Education

After receiving the consultant's report, the Trustees approved a resolution on May 21, 1986, which contained these operative sections

RESOLVED, That the Board of Trustees of the California State University recommends that a site suitable for facilities of the California State University be acquired in North County San Diego in close proximity to the ocean communities and inland communities of North County, and be it further

RESOLVED, That this finding be made known to State officials and the California Legislature, and that the California Postsecondary Education Commission be formally requested to make [a] recommendation on this proposal pursuant to *Education Code*, Section 66904, as soon as practicable, and be it further

RESOLVED, That the Board of Trustees anticipates in the not too distant future making a recommendation regarding a specific site or sites for which negotiations can be commenced

Throughout the summer of 1986, State University officials surveyed the North County area for potential sites, and two were found -- Bressi Ranch in the east Carlsbad area, and Prohoroff Ranch in San Marcos. After a considerable exploration of the advantages and disadvantages of each, the Prohoroff Ranch site was selected, and negotiations ensued to determine the purchase price and the provision of various services by the City of San Marcos and the Bieri-Avis Group, the owner/developer of the land.

The State University formally transmitted its request for Commission review through a letter dated September 26, 1986 (Appendix B). In that letter, it was noted that funds had been requested within the State University's 1987-88 capital outlay program for land acquisition and master planning for two sites, one in San Diego County and one in Ventura County. The amount requested was for \$19.2 million -- a somewhat general figure designed to prevent property owners from determining the exact price the State might be willing to pay.

The Commission's analysis of the proposal for the permanent San Marcos Center entailed an extensive discussion of enrollment projections, possible alternatives, effects on other institutions, and related matters. Of particular concern were the enrollment estimates, and several months of communication among the Chancellor's staff, Commission staff, and the Population Research Unit of the Department of

Finance were required before the issue could be resolved. In addition, the Commission's report speculated openly on the possibility of the center eventually becoming a full-service, four-year institution, and noted that the assumptions underlying its enrollment projections might increase considerably if that change were made. Specifically, the Commission stated (1987, p. 42)

Should the State decide in the future to convert the center to a campus, these enrollment projections would change dramatically. The participation rates, shown only for the upper-division and graduate levels, should increase by about 40 to 45 percent. The estimate of only 5 percent attendance from outside the service area would probably jump to between 20 and 30 percent, and the proportion of head-count to full-time-equivalent students would grow between 1990 and 2000 from the current projection of between 50 and 70 percent to between 75 and 80 percent -- percentages very close to the statewide average for the State University's [existing] campuses. These adjustments could change the Commission's estimate of 2,640 full-time-equivalent students to between 4,000 and 5,000 -- either one probably sufficient to justify the creation of a full-service campus.

In February 1987, the Commission considered the State University's proposal at some length, and subsequently approved the following recommendations (1987, p. 45)

- 1 That the Governor and the Legislature approve funding in the 1987 Budget Act for the purchase of between 350 and 400 acres on the Prohoroff Ranch site in the City of San Marcos in northern San Diego County to be used for the construction of a permanent State University upper-division and graduate off-campus center of San Diego State University
- 2 That the California State University submit by October 1, 1987, a supplemental report to the Postsecondary Education Commission that corrects the deficiencies in its original needs study. This report should include a comprehensive academic and support service master plan for the North County Center and a complete description

of how the center will serve disadvantaged residents of the area. The report should also include a description of how public transportation will be made available to the center's students.

- 3 That the State University proceed with physical master planning for the construction of facilities on the Prohoroff Ranch site sufficient to accommodate a full-time-equivalent upper-division and graduate enrollment of 1,600 to 1,700 by the opening date of Fall 1992, and of 2,600 to 2,700 by Fall 2000. This planning should take into account the potential expansion of the North County Center into a four-year, full-service campus of the State University system.
- 4 That if the State University considers it appropriate to convert the North County Center into a comprehensive campus, it shall submit a complete justification for that change to the Commission at least two years in advance of the proposed conversion date. That justification should conform to and satisfy all of the criteria contained in the Commission's *Guidelines and Procedures for the Review of New Campuses*, with particular attention to Criteria 3 and 7 regarding consultation with adjacent institutions and consideration of existing and projected enrollments in those institutions.

The Governor's Budget for 1987-88 contained \$19 million for land acquisition in San Diego and Ventura Counties, plus an additional \$200,000 to master plan the Prohoroff Ranch site -- amounts that were contingent on final approval of the permanent center by the Postsecondary Education Commission. The Legislative Analyst reacted to this proposal by questioning the Trustees' decision to purchase over 300 acres of land when the stated intention was limited to the construction of a permanent off-campus center. If that was the Trustees' only intention, the Analyst argued, then a far smaller tract of land would be sufficient, and she accordingly was successful in persuading the Legislature to adopt the following Budget Act language:

Within two years of the acquisition of the property for the off-campus center in North San Diego County, the California State University shall submit to the Legislature and the

California Postsecondary Education Commission an analysis of the feasibility of establishing a full-service campus at this site. This analysis shall also include the effects that establishment of a full-service campus would have on (1) the other California State University campuses, (2) the University of California campuses, and (3) the California Community Colleges. It is the intent of the Legislature that, if it is determined a full-service campus is not to be established in this location, the additional property acquired to accommodate a full-service campus shall be declared surplus and sold (Chapter 135, Statutes of 1987, Item 6610-301-782[3] and "Provisions" Section 3).

Given the State University's plans for the permanent off-campus center, and the appropriations and recommendations emanating from the Legislature and the Commission, work proceeded virtually simultaneously on four fronts: (1) satisfaction of the Commission's conditions for final approval of the North County Center, (2) negotiations for the site purchase, (3) development of a report in response to the 1987 Budget Act language, and (4) master planning for the site.

The first of these tasks was completed on August 10, 1987, when the State University transmitted its supplemental report to the Commission, a report that included revised enrollment projections, an academic master plan, a student services plan, a plan for serving disadvantaged students, and a plan to assure adequate transportation access to the site. This report was considered by the Commission at its October 1987 meeting, and "approved without reservation or condition" in November (1987, p. 6).

The second obligation was discharged on June 3, 1988, when negotiations for the Prohoroff Ranch property were completed, and title for 302 acres was transferred to the Trustees from the Bierl-Avis Joint Venture at a cost of \$10.6 million.

The third duty, responding to the 1987 Budget Act language, produced the July 1988 report that is the primary focus of this analysis, *A Report to the Legislature and the California Postsecondary Education Commission on the Feasibility of Establishing a Full-Service California State University Campus in North San Diego County* (reproduced in Appendix C on pages 65-174 below).

That report contained the following summary and conclusions:

- 1 The North County Center (NCC) of San Diego State University started in 1979 in the city of Vista, offering upper-division and graduate programs to approximately 150 students. Enrollment has grown to 1,256 students (approx. 500 FTE) in [the] Spring of 1988. The center has operated in leased quarters in San Marcos since 1982.
- 2 Property has been purchased in San Marcos for permanent facilities for the NCC. The scheduled occupancy date is Fall 1992. The initial complement of buildings will provide the center with a capacity of 2,100 FTE students.
- 3 The present study is in response to Budget Act language requiring a feasibility study for a full-service campus at the NCC site in San Marcos. In format, this study responds to the criteria that the California Postsecondary Education Commission uses in reviewing proposals for new campuses.
- 4 This study examines population, enrollment, and campus capacity projections at the State and regional levels before turning to a discussion of a campus at the San Marcos site. Based upon Department of Finance projections, California will add approximately 16 million people between 1980 and 2020. The CSU system will have to add capacity buildings to accommodate growth of enrollments of approximately 60,000 FTE students in the next 22 years (to 2020).
- 5 All major population regions of the State are projected to have substantial population growth. All of these regions contain at least one CSU campus. All of the CSU campuses in the regions have expansion potential (capacity to build more buildings) to accommodate enrollment growth except one. San Diego State University, the only CSU campus in the southernmost region (San Diego and Imperial counties), is at its Master Plan ceiling. It has no expansion potential.

- 6 A large amount of the population growth in the southernmost region is in North San Diego County. The San Marcos site for the permanent facilities of the North County Center is located in the middle of this growth area.
- 7 Projections for a full-service campus at the San Marcos site show an enrollment of over 5,000 FTE (7,300 individual students) in the year 2000. (Of this total, approximately 1,600 are lower division students, 3,200 are upper division, and 2,500 are graduate and postbaccalaureate students.) This projection is based upon participation rates and student workload factors from five of the smaller CSU campuses applied to population projections for the North County Service Area in Northern San Diego County.
- 8 A full-service campus at the San Marcos site is feasible. If authorized to commence operations in the mid-1990s, such a campus, building upon the North County Center's enrollment foundation, is projected to have an enrollment of 2,800 FTE in 1995 and 5,000 FTE in 2000.

Such a campus is fully justified within the mission of the CSU to provide instruction through the bachelor's and master's degrees. It would serve a large and growing regional population, the bulk of whom, for reasons of family and work commitments, would not otherwise have such an opportunity.

- 9 The San Marcos campus would help reduce enrollment pressures at San Diego State University, which is currently at its Master Plan enrollment ceiling of 25,000 FTE.
- It appears that the San Marcos campus would have a minor effect upon enrollment at neighboring Community College or University of California campuses. There are two main reasons for this result. First, all campuses in the region will share in the enrollment growth associated with the regional population growth. The effect of the San Marcos campus would be to slow the growth rate of neighboring institutions. Second, the projections for the San Marcos

campus, based upon local participation rates at other CSU campuses, are relatively modest through the turn of the century.

The three independent universities in the area were invited to comment on the San Marcos proposal. The University of San Diego expressed concern that a full-service campus at San Marcos would have a negative effect upon their own enrollment. They suggested that an increase in scholarship funding to allow students to attend private institutions would be a preferable alternative.

- 10 A set of "phased growth" FTE projections is provided herein. These projections show how the FTE at the North County Center will grow from where it is now, 500 FTE in 1988 to over 5,000 FTE in the year 2000, based upon development of a full-service campus during the decade of the 1990s. (If this project is approved by the Board of Trustees and CPEC, a set of "phased growth" FTE projections should be adopted by the CSU as enrollment allocations for budget purposes.)

The "phased growth" FTE projections show a need for a second complement of capacity buildings for the campus in 1995. In order for this capacity to be available in 1995, planning for it should begin in 1988.

After making the transition from the North County Center to a full-service campus, San Marcos has the potential in the early part of the 21st century to become a major university, enrolling 15,000 to 20,000 students.

- 11 As a full-service campus, San Marcos will admit lower-division, upper-division, post-baccalaureate, and graduate students. A full range of bachelor's degree programs (approximately 30) and graduate programs through the master's degree and potentially joint doctorate (12) will be offered. The campus will also offer teaching credential programs and a general education program.
- 12 Full-service campus status at San Marcos should begin in 1995-96 with the admis-

sion of lower-division students after the North County Center has occupied its permanent facilities

Admission of lower-division students will be accomplished with careful attention so as to minimize its impact upon neighboring Community Colleges. The administration of the San Marcos campus should continue the beneficial practice of the North County Center of regularly consulting with MiraCosta and Palomar Colleges regarding topics of mutual interest.

The report was approved by the Board of Trustees on July 13, 1988, by the following resolution:

RESOLVED, By the Board of Trustees of the California State University, that the Board accepts and endorses, in principle, the report entitled *Feasibility of Establishing a Full-Service Campus in North San Diego County* and recommends to the Chancellor that the report be submitted to the California Postsecondary Education Commission and the Joint Legislative Budget Committee as specified in the 1987-88 Budget Act.

The fourth responsibility was to develop a physical master plan for the site that would indicate the type and location of various buildings, show how those buildings would be phased in, determine landscaping and traffic patterns, and in general, determine how various portions of the site would be used, and how they would integrate with other areas. Displays 2 and 3 on pages 12 and 13 show the plan for the final buildout of the 25,000 full-time-equivalent student campus, with Displays 4 through 7 on pages 14-17 indicating the four phases that are intended to produce that final result. Phase One is intended to accommodate 2,700 full-time-equivalent students, Phase Two, 5,000, Phase Three, 15,000, and Phase Four, 25,000.

Present plans incorporated into the Trustees' 1989-90 budget request indicate a total cost for Phase One infrastructure, site development, construction, and

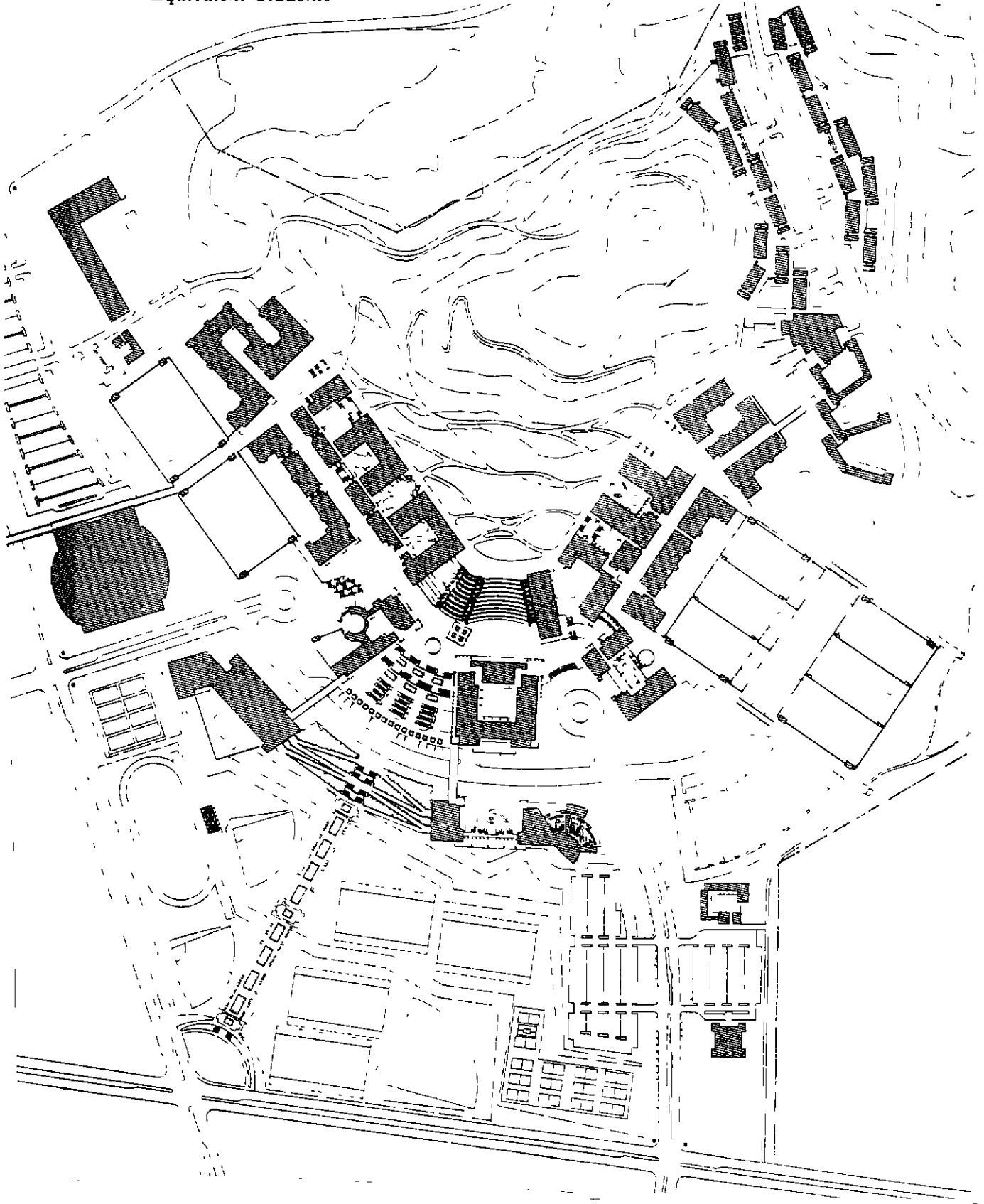
equipment of \$51,751,000. Costs for subsequent phases are unknown at this time. Display 8 on page 18 shows the Trustees' funding request, to which \$10.6 million has been added to account for the site purchase.

(It should be noted that the gross square footage allotments shown in Display 4 were preliminary estimates developed by the State University's architect and do not correspond directly to the funding data shown in Display 8. For example, the initial facility, which is to house the administration, student services, the library, faculty offices/instructional support, and the computer center, was indicated by the architect to comprise 146,050 gross square feet. The budget request approved by the Trustees for 1989-90 reduced that to 142,400 gross square feet. Similarly, the academic and laboratory phases, estimated at 91,400 gross square feet, have been combined in the budget request under "Academic Building I" and expanded to 107,379 gross square feet. Subsequent phases, shown in Displays 5, 6, and 7, should be considered very preliminary, and will undoubtedly change as a result of more detailed consideration of specific projects by the Chancellor's Office, the Trustees, and the Governor and Legislature.)

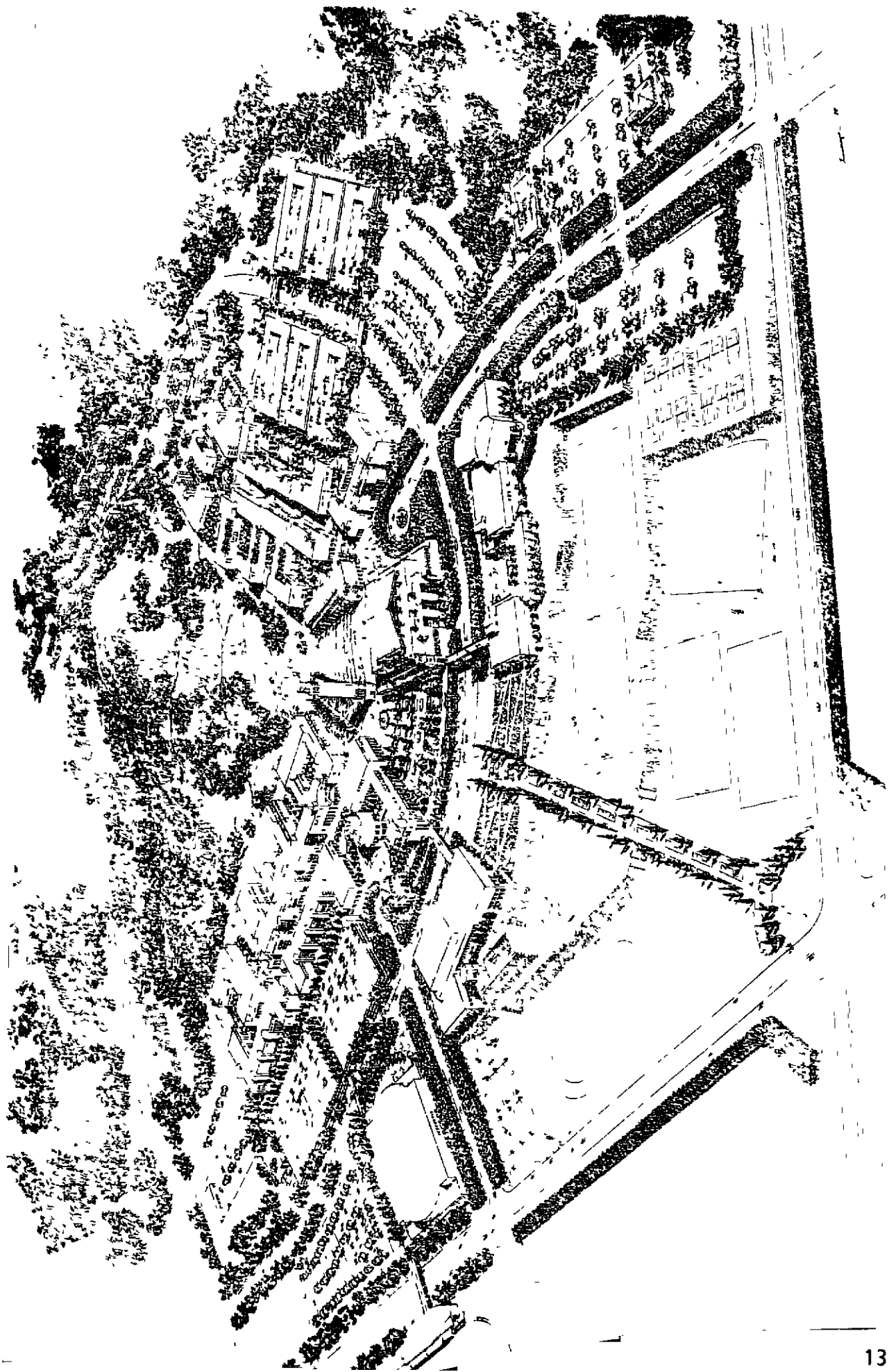
Contents of the remainder of this report

The rest of this report is divided into two parts -- a discussion of the proposal in light of the criteria contained in the Commission's *Guidelines and Procedures*, and conclusions and recommendations. At the end of Part Two, the Commission discusses the name that the new campus, if it is approved by all of the reviewing authorities, should assume. Ordinarily, this decision would be left entirely to the Board of Trustees, but since the *Education Code* requires the Commission to determine whether certain State University campuses should be termed "colleges" or "universities," it is appropriate that that issue be considered within this report.

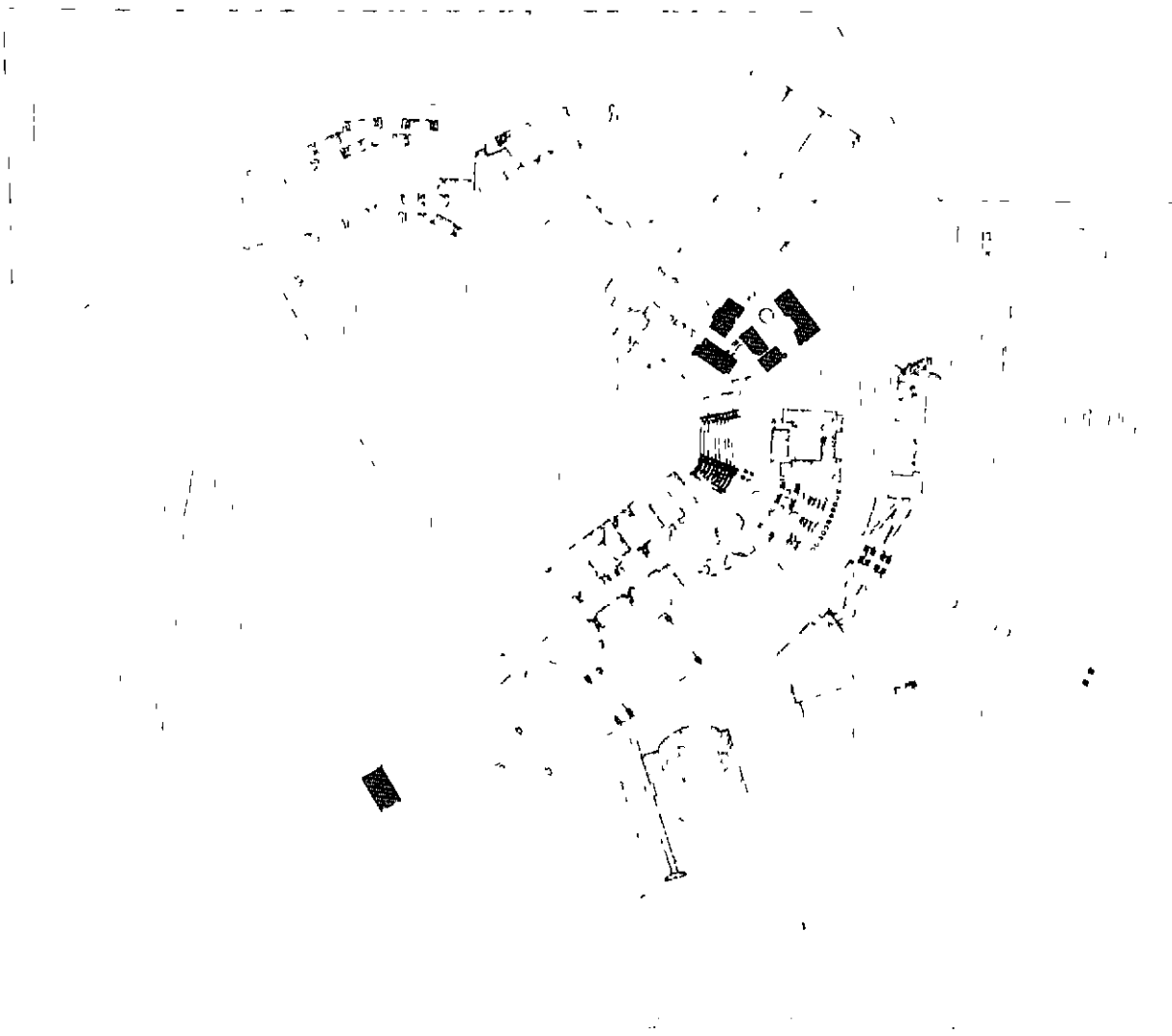
DISPLAY 2 *Schematic Plan for the San Marcos Campus at Full Capacity of 25,000 Full-Time-Equivalent Students*



DISPLAY 3 Architectural Rendering of the San Marcos Campus at Full Capacity of 25,000 Full-Time-Equivalent Students



DISPLAY 4 Phase One of the San Marcos Campus The Permanent Off-Campus Center with 2,700 Full-Time-Equivalent Students



Phase One

Phase I will open in 1992 with capacity for 2,700 FTE. The Initial Facility will accommodate administration, library, computer center and faculty offices. Adjacent facilities will include lecture space, activity laboratories, and graduate research space. First phase development will provide the two entrance roadways, loop road between the entrances, and the ceremonial pedestrian axis from the Twin Oaks Valley Road and Barham Road intersection to the loop road. The initial infrastructure, including surface parking, and the physical plant facility will complete the establishment of the campus with 284,150 gross square feet.

INITIAL FACILITY	gsf
Administration/Student Services	52,000
Library	49,150
Faculty Offices/Instructional Support	37,000
Computer Center	7,900

ACADEMIC

Lecture/Seminars	16,200
Activity Laboratories	14,000
Graduate Research Laboratories	11,300
Shops/Storage/Non-Capacity Space	7,930
Self-Instruction Computer Lab	8,460

LABORATORY

Laboratories	12,100
Graduate Research Laboratories	11,300
Shops/Storage/Non-Capacity Space	4,870
Self Instruction Computer Lab	7,240

COMMONS

PHYSICAL PLANT/CORPORATION YARD	18,200
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Total Phase I	284,150
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DISPLAY 5 Phase Two of the San Marcos Campus The Full-Service Campus at 5,000 Full-Time-Equivalent Students



Phase Two

Phase II is based on a full-service campus accommodating 5,000 FTE in 1995. Additional academic and laboratory buildings, an independent library building, student union, performing arts, physical education (including a portion of the playgrounds), child care, infrastructure, physical plant expansion and possibly the first increment of on-campus housing. Surface parking will be expanded. Phase II will add 788,640 gross square feet to the campus.

Reallocation of space within existing Initial Facility

	gsf
Administration/Student Services	60,000
Faculty Offices	52,550
Student Health	18,000
Computer Center	15,500

PHASE 2 FACILITIES

ACADEMIC

	gsf
Lecture/Activity Laboratories/Non-Capacity Space	140,000
Self-Instruction Computer Lab	8,840
Faculty Offices/Instructional Support	5,100

LABORATORY

Laboratories/Lecture/Non-Capacity Space	70,000
Self Instruction Computer Lab	4,200
Faculty Offices/Instructional Support	2,500
Library (includes 49,150 gsf relocated from Phase I)	110,000
Student Union	60,000
Performing Arts	80,000
Physical Education	66,000
Child Care	5,000
Physical Plant	12,000
Housing Dormitories	100,000
Apartment	125,000
Total Phase 2	788,640
Cumulative Total Phases 1 and 2	1,072,790

DISPLAY 6 Phase Three of the San Marcos Campus at 15,000 Full-Time-Equivalent Students



Phase Three

Phase III will support 15,000 FTE in 2001 with major additions to academic and laboratory space and expansion of the library, student union, physical education and child care buildings. A new student health building will be established and on-campus housing will significantly increase. Infrastructure and physical plant will continue development, and structured parking may be initiated. The campus will grow an additional 1,316,000 gross square feet.

Reallocation of space within existing Initial Facility

	gsf
Administration/Student Services	120,000
Computer Center	15,500
Faculty Office	10,550

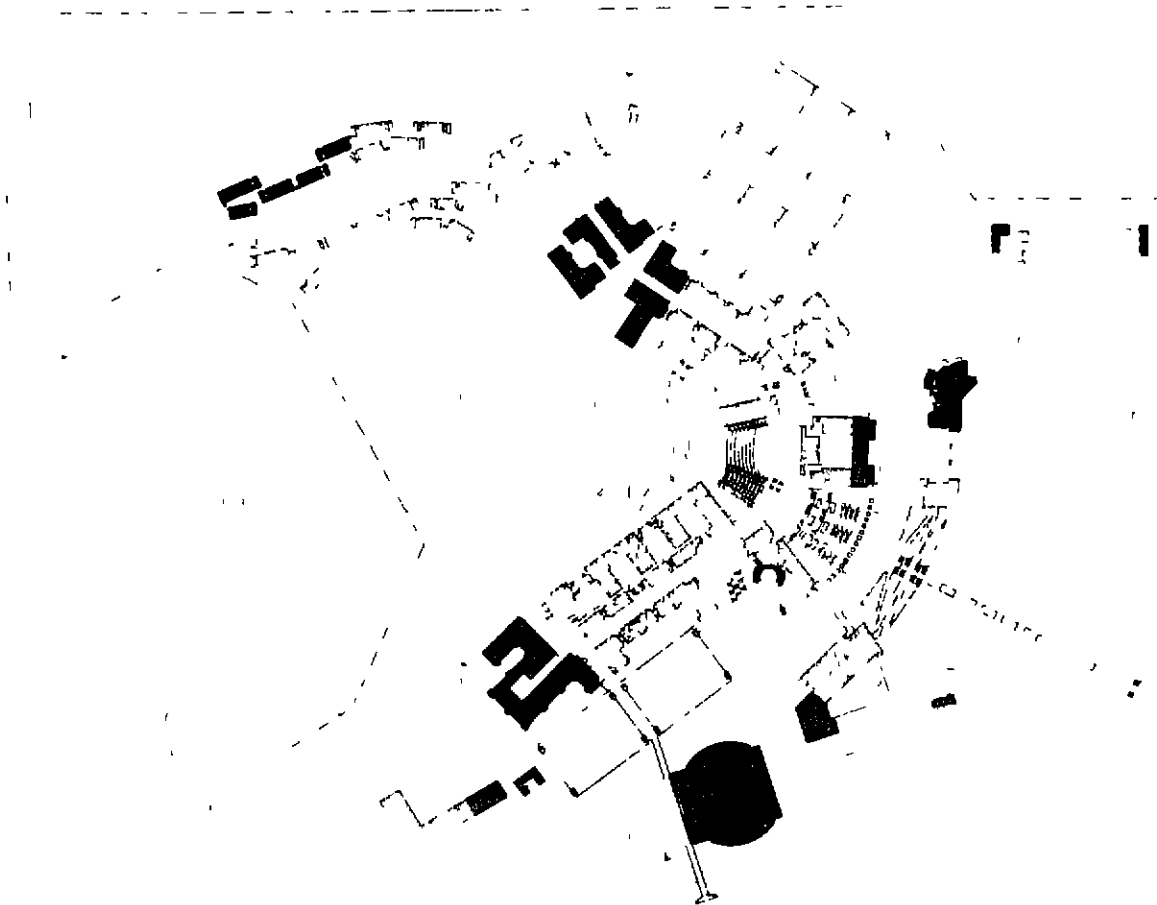
PHASE 3 FACILITIES

ACADEMIC	gsf
Lecture/Activity Laboratories/ Non-Capacity Space	367,000
Self-Instruction Computer Lab	36,700
Faculty Offices/Instructional Support	63,000

LABORATORY

Laboratories/Lecture/Non-Capacity Space	183,000
Self-Instruction Computer Lab	18,300
Faculty Offices/Instructional Support	41,500
Library	90,000
Student Union	30,000
Physical Education	66,000
Child Care	5,000
Student Health (includes 18,000 gsf relocated from Phase 2)	28,000
Physical Plant	17,500
Housing Dormitories	100,000
Apartments	250,000
Total Phase 3	1,316,000
Cumulative Total Phases 1, 2 and 3	2,388,790

DISPLAY 7 Phase Four of the San Marcos Campus: Full Buildout to the Master Plan Limit of 25,000 Full-Time-Equivalent Students



Phase Four

Phase IV will accommodate the ultimate planned student growth of 25,000 FTE in 2005. Academic, laboratory and faculty offices will have new facilities, the library will double its space, and the student union, child care, student health, performing arts, physical plant and housing will receive additions.

Phase IV anticipates the establishment of a fine arts theatre, athletic complex, sports arena and public safety building. Phase IV will provide 1,449,500 gross feet of additional space.

Reallocation of space within existing Initial Facility

	gsf
Administration/Student Services	130,550
Computer Center	15,500

PHASE 4 FACILITIES

ACADEMIC	gsf
Lecture/Activity Laboratories/ Non-Capacity Space	433,000
Self-Instruction Computer Lab	36,700
Faculty Offices/Instructional Support	67,000

LABORATORY

Laboratories/Lecture/Non-Capacity Space	217,000
Self-Instruction Computer Lab	18,300
Faculty Offices/Instructional Support	33,000
Library	200,000
Student Union	30,000
Child Care	5,000
Student Health	7,000
Performing Arts	60,000
Theater	50,000
Athletics Complex	50,000
Sports Arena	100,000
Public Safety	5,000
Physical Plant	12,500

Housing Apartments	125,000
Total Phase 4	1,449,500
Cumulative Total Phases 1, 2, 3 and 4	3,838,290

DISPLAY 8 Trustees' Phase One Capital Outlay Request for the Permanent Off-Campus Center

Project	Budget Year					Total
	1987-88	1988-89	1989-90	1990-91	1991-92	
Land Acquisition	\$10,600,000 A					\$10,600,000
Master Planning		\$100,000 P				100,000
Infrastructure/Site Development		9,784,000 WC				9,784,000
Physical Plant/Corporation Yard		95,000 PW	\$1,450,000 C		\$100,000 E	1,645,000
Initial Facility		868,000 PW	16,901,000 C		2,761,000 E	20,530,000
Academic Building I		331,000 P	15,603,000 WC		3,758,000 E	19,692,000
Total	\$10,600,000	\$11,178,000	\$33,954,000	\$0	\$6,619,000	\$62,351,000

A Acquisition
P Preliminary Plans
W Working Drawings
C Construction
E Equipment

Source California State University Capital Outlay Program, 1989-90

2

Analysis of the Proposal

Criteria for reviewing new campuses

As noted in Part One, the Commission approved its *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers* in 1975 and revised them in 1978 and 1982. These guidelines include 12 criteria -- eight of which apply to the State University -- that collectively constitute a test for any new campus's viability for a foreseeable future that usually extends for 20 years into the future, or approximately to the year 2010. The eight criteria that are italicized below are reproduced later in this section of the report, but the Commission lists all 12 here for the purpose of presenting an overall context for this analysis.

- 1 *Enrollment projections should be sufficient to justify the establishment of the campus. For the proposed new campus, and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrollment projections must be included in any needs study.*
- 2 *Alternatives to establishing a campus must be considered. These alternatives must include (1) the possibility of establishing an off-campus center instead of a campus, (2) the expansion of existing campuses, and (3) the increased utilization of existing campuses.*
- 3 *Other segments, institutions, and the community in which the campus is to be located must be consulted during the planning process for the new campus. Strong local or regional interest in the proposed campus must be demonstrated.*
- 4 *Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.*
- 5 *Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.*
- 6 *Projected enrollment demand on a community college district should exceed the planned enrollment capacity of existing district campuses. If district enrollment does not exceed the planned enrollment capacity of existing district campuses, compelling local needs must be demonstrated.*
- 7 *The establishment of a new University of California or California State University campus must take into consideration existing and projected enrollments in the neighboring institutions of its own and of other segments.*
- 8 *The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.*
- 9 *Enrollments projected for community college campuses must be within a reasonable commuting time of the campus and should exceed the minimum size for a community college district established by legislation.*

(1,000 units of average daily attendance [ADA] two years after opening)

- 10 *The programs projected for the new campus must be described and justified*
11. *The characteristics (physical, social, demographic, etc) of the location proposed for the new campus must be included*
- 12 *The campus must facilitate access for the economically, educationally, and socially disadvantaged*

On the following pages, the eight relevant criteria are discussed at some length. In two cases, criteria relating to similar subjects are considered together -- the first and fifth, since they relate to the process of determining enrollment projections, and the third and seventh, since both relate to the possibility of conflict or duplication with neighboring institutions or with the community. Accordingly, the following discussion is divided into six general headings, plus a seventh to consider the question of whether the new campus should be called a "college" or a "university."

Adequate enrollment projections

Commission Criterion 1 Enrollment projections should be sufficient to justify the establishment of the campus. For the proposed new campus, and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrollment projections must be included in any needs study.

Commission Criterion 5 Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity of the system, compelling regional needs must be demonstrated.

At least in part, the Legislature has long regarded the California State University as a statewide system of higher education. Established legislative

policy, as embodied in various *Education Code* sections, provides that all eligible resident students should be admitted to one of California's three systems of public higher education. This policy has led to the practice of redirection, where a student denied admission to the campus of first choice has the option of being redirected to another campus where space is available. At the same time, however, it is clear that most students who attend the State University prefer to attend campuses in the general proximity of their homes, as indicated in Display 9 on the opposite page. That display indicates that, systemwide, 58.3 percent of all California resident students attend campuses in the same county in which they live, with many more attending from immediately adjacent counties. This seeming anomaly has long been recognized by the Commission, and led to the statement contained in the *Guidelines and Procedures* that "The California State University plans and develops its campuses on the basis of statewide needs and special regional considerations" (Appendix A, p. 5). That statement is of crucial importance to the proposal to convert the San Marcos Center to a full-service campus, since the need for this new campus has been justified primarily on regional considerations.

The Population Research Unit of the Department of Finance is the agency responsible for determining statewide and county population projections, as well as enrollment projections for each of the three public segments of California higher education. For many years, that agency has published both official census data and California population projections, and these indicate that California has not only grown rapidly in the past, but that growth is anticipated to continue in the future. Display 10 at the right shows population growth patterns since 1940.

The Population Research Unit also provides statewide population projections by age, sex, and ethnicity, as shown in Display 11 on page 22. These projections indicate a total population growth between 1980 and 2020 of 13.1 million people, a figure that differs somewhat from another report from the same agency that indicates total growth of 15.8 million (Department of Finance report Nos. 86-P-4 and 86-P-3, respectively). Regardless of which report is used, however, it is clear that California will experience dramatic population growth in the next 30 to 40 years, growth that will undoubtedly place consider-

DISPLAY 9 *Number and Percent of Students Attending a California State University Campus in Their County of Residence, Fall 1987*

Year	Number of Students from Home County	Number of Students From Outside County	Total Students	Percent of Students From Home County
Bakersfield	3,636	617	4,253	85.5%
Chico	3,370	11,181	14,551	23.2
Dominguez Hills	6,752	163	6,915	97.6
Fresno	9,561	6,699	16,260	58.8
Fullerton	13,598	7,357	20,955	64.9
Hayward	6,844	4,181	11,025	62.1
Humboldt	2,104	3,751	5,855	35.9
Long Beach	16,814	13,167	29,981	56.1
Los Angeles	14,267	608	14,875	95.9
Northridge	20,596	4,443	25,039	82.3
Pomona	8,275	6,263	14,538	56.9
Sacramento	11,093	11,158	22,251	49.9
San Bernardino	4,963	2,633	7,596	65.3
San Diego	18,392	13,644	32,036	57.4
San Francisco	8,957	12,145	21,102	42.4
San Jose	15,070	7,471	22,541	66.9
San Luis Obispo	2,359	12,608	14,967	15.8
Sonoma	2,886	2,833	5,719	50.5
Stanislaus	2,348	2,119	4,467	52.6
Totals	171,885	123,041	294,926	58.3%

Source: California State University, Division of Analytical Studies, Report No. 8, May 1988

DISPLAY 10 *Actual and Projected California Population, 1940 to 2020*

Year	Population	Growth From Previous Period	From 1940	Annual Compound Rate of Change			
				From 1950	From 1960	From 1970	From 1980
1940	6,907,387						
1950	10,586,223	3,678,836	4.36%				
1960	15,717,204	5,130,981	4.20	4.03%			
1970	19,971,069	4,253,865	3.60	3.22	2.42%		
1980	23,667,902	3,696,833	3.13	2.72	2.07	1.71%	
1990	27,989,549	4,321,647	2.84	2.46	1.94	1.70	1.69%
2000	31,413,805	3,424,256	2.56	2.20	1.75	1.52	1.43
2010	34,247,822	2,834,017	2.31	1.98	1.57	1.36	1.24
2020	36,861,443	2,613,621	2.12	1.80	1.43	1.23	1.11

Source: Department of Finance, Report Nos. 86-P-3 and 86-P-4

DISPLAY 11 Statewide Population Projections by Age, Sex, and Ethnicity, 1980 to 2020

Year/Age Group	White	Black	Hispanic	Asian/ Other	Total	Year/Age Group	White	Black	Hispanic	Asian/ Other	Total
1980						2000					
0-14	2,834,353	473,118	1,486,577	384,453	5,178,501	0-14	2,706,853	592,785	2,329,339	823,720	6,452,697
15-19	1,309,994	197,886	500,359	143,752	2,151,991	15-19	1,059,526	224,977	805,245	332,787	2,422,535
20-24	1,481,617	199,491	539,788	161,760	2,382,656	20-24	992,021	210,652	752,027	272,141	2,226,841
25-34	2,764,033	314,509	817,846	322,074	4,218,462	25-34	2,031,844	412,852	1,232,276	527,665	4,204,637
35-49	2,761,314	292,340	654,955	292,588	4,001,197	35-49	4,161,301	586,814	1,795,037	860,938	7,404,090
50-64	2,647,211	200,008	383,779	180,260	3,411,258	50-64	3,090,640	286,923	896,275	550,703	4,824,541
65 +	2,034,719	114,375	180,424	97,272	2,426,790	65 +	2,801,936	171,592	554,143	350,793	3,878,464
Subtotal	15,833,241	1,791,727	4,563,728	1,582,139	23,770,855	Subtotal	16,844,121	2,486,595	8,364,342	3,718,747	31,413,805
1985						2005					
0-14	2,811,409	501,188	1,793,566	556,004	5,662,167	0-14	2,583,437	599,316	2,341,669	880,359	6,404,781
15-19	1,102,004	189,422	508,048	180,760	1,980,234	15-19	1,010,773	228,335	879,687	309,293	2,428,088
20-24	1,408,775	229,769	585,407	211,035	2,434,986	20-24	1,132,013	255,046	888,127	379,830	2,655,016
25-34	2,804,580	371,682	1,048,080	416,090	4,640,432	25-34	1,852,420	403,169	1,385,668	548,732	4,189,989
35-49	3,269,840	342,857	860,288	443,040	4,916,025	35-49	3,809,923	625,344	1,891,231	888,046	7,214,544
50-64	2,588,414	214,683	485,931	257,939	3,546,967	50-64	3,594,871	350,270	1,210,560	719,096	5,874,797
65 +	2,311,208	134,505	232,034	139,032	2,816,779	65 +	2,797,782	181,964	659,877	430,986	4,070,609
Subtotal	16,296,230	1,984,106	5,513,354	2,203,900	25,997,590	Subtotal	16,781,219	2,643,444	9,256,819	4,156,342	32,837,824
1990						2010					
0-14	2,874,098	551,515	2,081,627	681,891	6,189,131	0-14	2,539,181	600,056	2,362,532	919,408	6,421,177
15-19	920,650	170,974	572,010	203,861	1,867,495	15-19	928,779	236,512	873,622	329,158	2,368,071
20-24	1,174,445	210,695	574,742	229,085	2,188,967	20-24	1,068,760	253,329	960,146	347,012	2,629,247
25-34	2,745,842	437,369	1,188,083	482,573	4,853,867	25-34	2,003,597	473,402	1,639,165	676,836	4,793,000
35-49	3,820,743	412,777	1,172,603	616,732	6,022,855	35-49	3,345,859	616,250	1,937,933	904,650	6,804,692
50-64	2,450,476	223,919	573,877	322,004	3,570,276	50-64	3,881,435	430,913	1,570,701	864,728	6,747,777
65 +	2,616,467	151,415	328,759	200,317	3,296,958	65 +	2,928,779	202,696	816,407	535,976	4,483,858
Subtotal	16,602,721	2,158,664	6,491,701	2,736,463	27,989,549	Subtotal	16,696,390	2,813,158	10,160,506	4,577,768	34,247,822
1995						2020					
0-14	2,898,041	595,884	2,294,348	804,676	6,592,949	0-14	2,607,131	663,255	2,567,199	1,007,439	6,845,024
15-19	933,926	189,021	680,872	234,369	2,038,188	15-19	859,707	236,498	875,262	358,873	2,330,340
20-24	992,720	197,939	650,412	250,848	2,091,919	20-24	932,926	242,177	912,207	369,754	2,457,064
25-34	2,433,937	436,447	1,178,832	511,617	4,560,833	25-34	1,945,609	532,346	1,918,224	733,110	5,129,289
35-49	4,148,139	501,592	1,530,782	770,621	6,951,134	35-49	2,899,238	644,189	2,383,696	1,047,044	6,974,167
50-64	2,600,754	245,312	688,047	404,134	3,938,247	50-64	3,536,859	539,294	1,915,506	958,316	6,949,975
65 +	2,778,699	161,239	435,078	271,175	3,646,191	65 +	3,642,462	288,409	1,357,617	887,086	6,175,574
Subtotal	16,786,216	2,327,434	7,458,371	3,247,440	29,819,461	Subtotal	16,423,932	3,146,168	11,929,711	5,361,622	36,861,433

Source: Department of Finance, Report No 86-P-4

able enrollment pressure on existing higher education institutions

Also of interest, as Displays 12 through 24 show, is the demographic makeup of the population. Displays 12 and 13 on the next page show that most of the population growth will occur among the youngest and oldest groups in the population, with those in the 15 to 34 year groups growing the slowest. Displays 14 and 15 on page 25 show population and growth by ethnicity, and Display 16 on page 26 shows the total population from 1980 to 2020 arrayed by ethnic percentages. Although the 15- to 34-year age groups are growing the slowest, it is anticipated that they will increase in number by over one million people, and that that increase alone will necessitate the expansion of higher education facilities.

The Department of Finance also provides enrollment projections for all three segments of California higher education, those for the State University are shown in Display 17 on page 27 and indicate enrollment growth of 115,824 headcount students between Fall 1987 and Fall 2010 -- a number that should translate to approximately 91,000 full-time-equivalent students when current average course loads are applied to the headcount projection. Arguably, the participation rates could decline, since over half of the population growth between 1980 and 2020 occurs among Hispanics, who have traditionally participated at lower rates than most other racial or ethnic groups, but this could be offset not only by greater Asian participation, but also by the continuation and increased success of a number of programs designed to expand Hispanic enrollment in higher education institutions. Accordingly, it may not be necessary to make participation rate adjustments. About four-fifths of the new enrollments are expected to occur at the undergraduate level.

The existing physical capacity of the State University system is shown in Display 18 on page 28, projected to the 1994-95 academic year. For this final year of the projection, Display 19 on page 29 indicates that on-campus capacity is expected to reach 252,283 full-time-equivalent students -- a number that compares to projected on-campus enrollment in the same year of 246,604. When enrollments are added for off-campus centers and course work that does not require capacity space, such as student teaching, the total 1994-95 capacity of the system increases to the 270,336 full-time-equivalent stu-

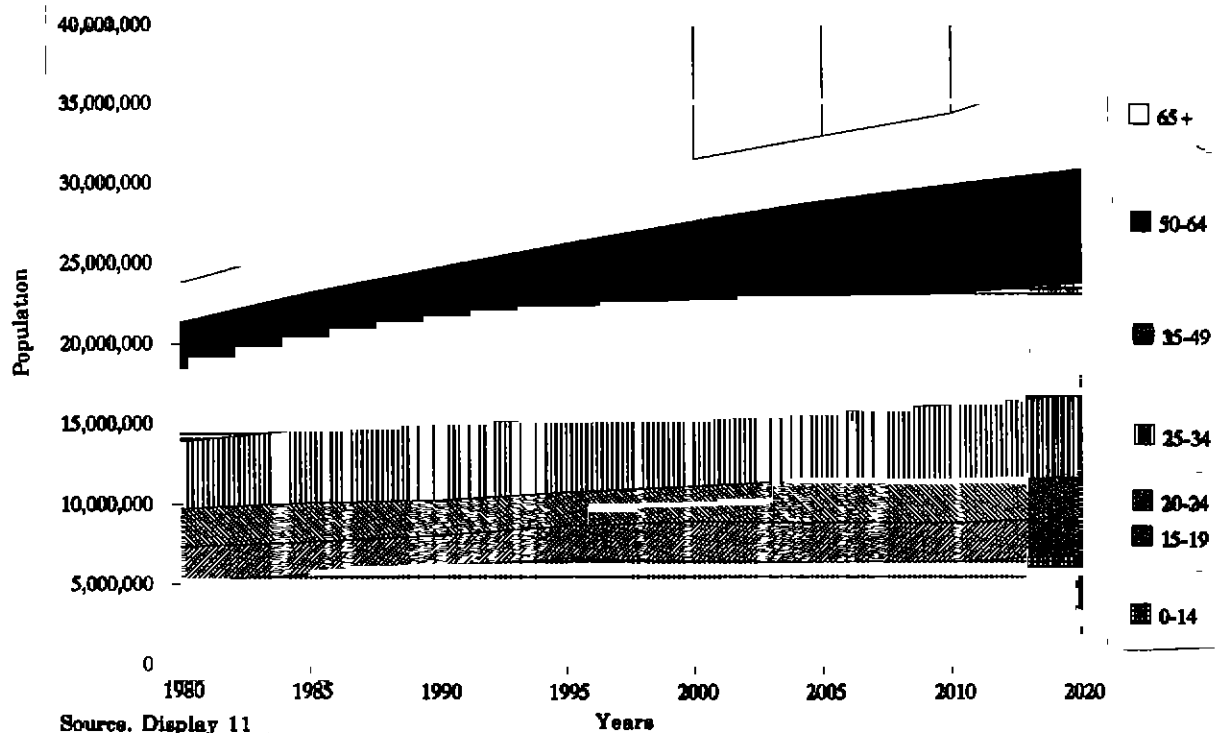
dents shown in the display -- a number that compares to projected budgeted enrollments in the same year of 270,350 full-time-equivalent students, as both Displays 18 and 19 indicate.

California's challenge over the next 20 years will be to find space to accommodate the anticipated enrollment growth of 91,000 full-time-equivalent students. Clearly, this can be accomplished in a number of ways, including building additional space on existing campuses, adding off-campus centers to meet needs at the upper-division and graduate levels, building new campuses, or some combination of all of these approaches. Concerning the expansion of existing campuses, it is necessary to examine the master plan limits set by the Trustees, also shown in Display 19. The data indicate that, if every campus in the system reached its master plan limit, sufficient space could be constructed to provide for all but 2,030 full-time-equivalent students of those anticipated by 2010. From this, it might be concluded that additional campuses will not be necessary, at least prior to the second decade of the twenty-first century.

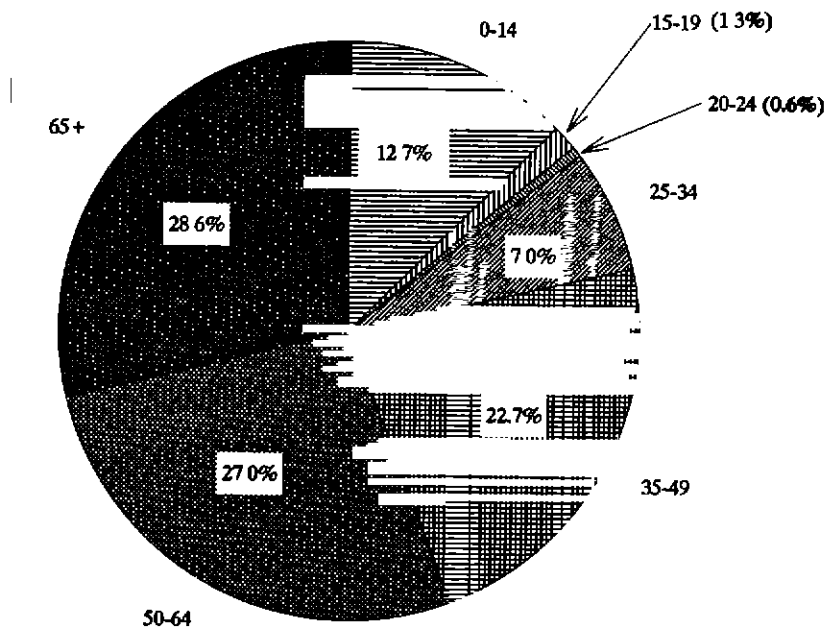
For various reasons, such an approach is probably not practical, principally because it is never possible to create an exact concordance between campus size and student demand in a segment with strong regional characteristics. According to the State University's 1988-89 projection contained in its feasibility study (1988, p. 20), several campuses within the system are currently underenrolled by several hundred or even several thousand full-time-equivalent students. These include Dominguez Hills with 1,451 fewer students than its listed capacity, Hayward with 4,102 fewer, Humboldt with 1,080, Los Angeles with 6,874, Sonoma with 1,376, and Stanislaus with 278. Others are impacted in that they have more students than capacity, including Chico with 985 more students than facilities, Fresno with 1,597, Fullerton with 2,184, Long Beach with 2,203, Northridge with 2,273, Pomona with 1,261, Sacramento with 1,948, San Bernardino with 2,107, San Diego with 650, San Francisco with 1,677, and San Luis Obispo with 553. Three of these campuses -- Chico, San Diego, and San Luis Obispo -- have reached their master plan limits, and San Francisco is within 900 full-time-equivalent students of its limit (ibid).

These data indicate that expanding campuses does not provide a complete solution to the problem of finding room for the students projected to be in need

DISPLAY 12 California Population by Age Group, 1980 to 2020

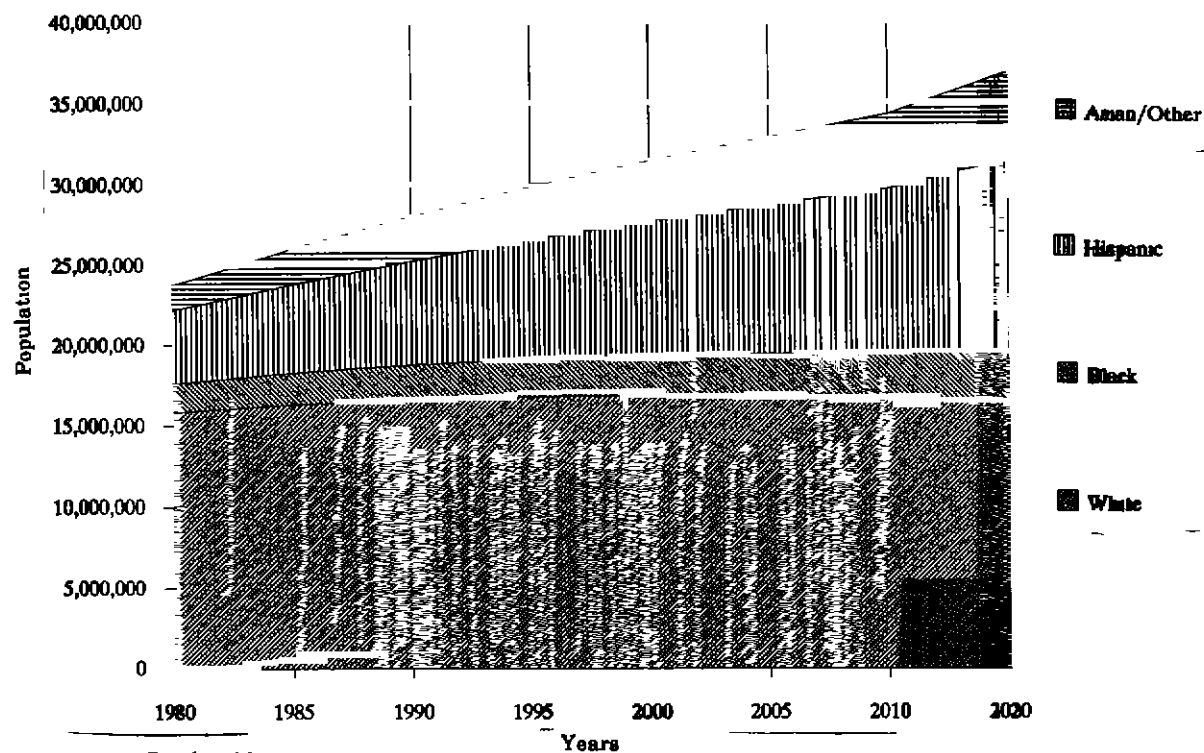


DISPLAY 13 California Population Growth by Age Group, 1980 to 2020

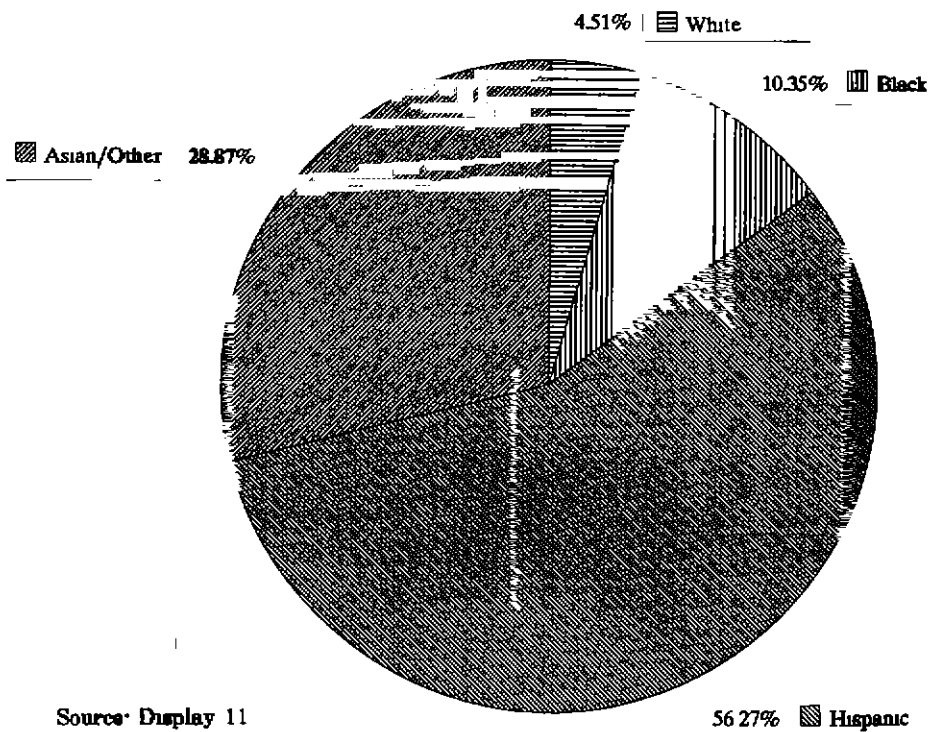


Source: Display 11

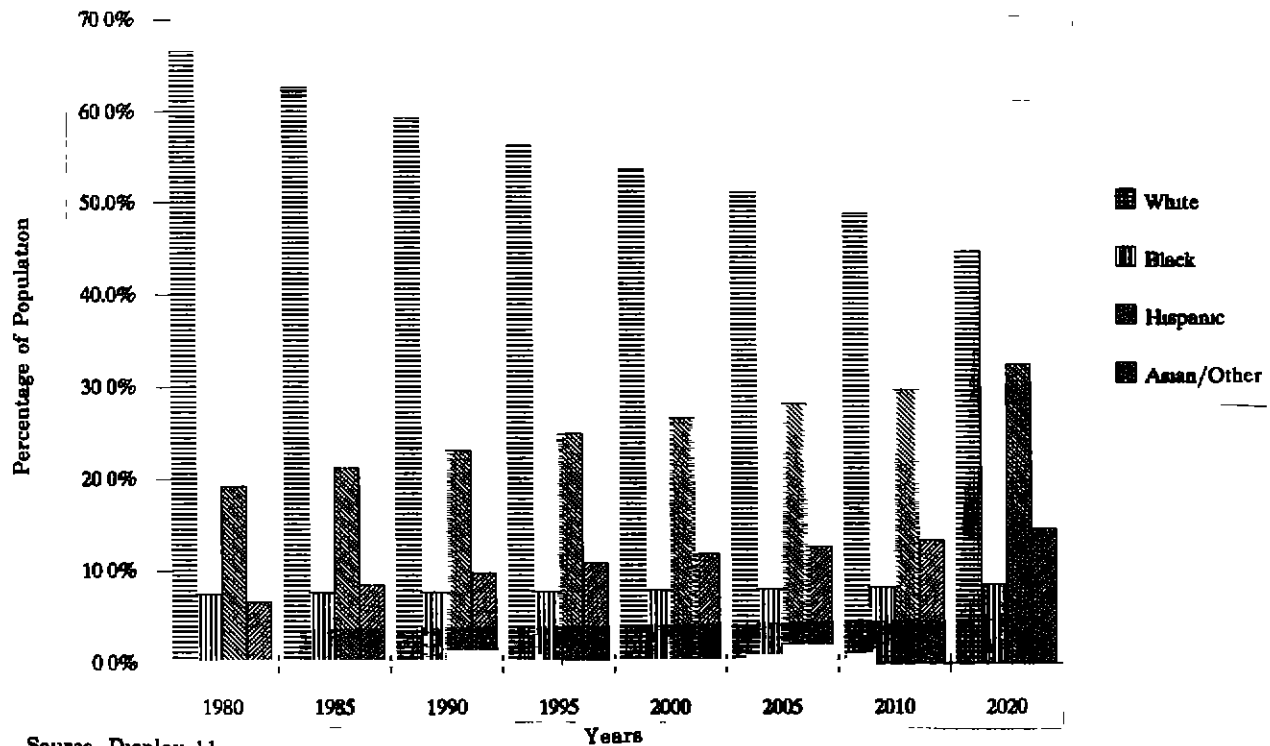
DISPLAY 14 California Population by Ethnicity, 1980 to 2020



DISPLAY 15 California Population Growth by Ethnicity, 1980 to 2020



DISPLAY 16 Percentage of California Population by Ethnicity, 1980 to 2020



of educational services by the year 2010. To be sure, additional facilities will have to be built on over-enrolled campuses, provided they are not already at their master plan limits, but it is equally clear that adding facilities to currently underenrolled campuses will do nothing to alleviate future congestion, since students are apparently unwilling or unable to attend certain State University campuses where space is available. Unless students are given the restrictive option of attending unpopular campuses or not attending at all, it is unlikely that the imbalance of enrollments and facilities will soon be corrected, and the State has shown little willingness to pursue such a policy in the past. Finally, even if additional capacity were constructed on existing campuses, the overall cost would probably differ only marginally from that involved in constructing buildings on a new site. The difference would be found in the cost of the land, some additional infrastructure, and administrative facilities.

Given this combination of factors, the existing State policy of treating the State University as both a statewide and a regional system, the continued

growth in California's population, and the fact that that growth is unevenly distributed across the State, it is necessary to consider the specifics of the northern San Diego County region, for it is one of the areas where the growth imbalance is most in evidence. In the Commission's previous reports on the San Marcos project (1987a and 1987b), it examined this area in considerable depth, making extensive use of the population projections developed by the Department of Finance for all of San Diego County, and by the San Diego Association of Governments (SANDAG) and Tadlock and Associates -- the State University's consultants -- for the northern part of the county in particular.

The SANDAG projections were compiled in the "Series 6" forecast, which indicated total growth in the north county region between 1985 and 2000 of 414,000 people. Tadlock developed its own assumptions to extend this projection to 2010, which produced a 25-year projection of 828,000. These gross totals were then arrayed by age group, and resulted in a Tadlock estimate that by 2010, space would be needed for 21,400 headcount students beyond the master plan

DISPLAY 17 *Department of Finance Enrollment History and Projections for the California State University, 1977 to 2010*

Fall History	Total Under-graduate	Annual Growth	Total Growth Since 1977	Total Graduate	Annual Growth	Total Growth Since 1977	Grand Total Enrollment	Annual Growth	Total Growth Since 1977
1977	239,892			72,488			312,380		
1978	238,260	-1,632	-1,632	67,915	-4,573	-4,573	306,175	-6,205	-6,205
1979	240,884	2,624	992	65,917	-1,998	-6,571	306,801	626	-5,579
1980	246,848	5,964	6,956	67,002	1,085	-5,486	313,850	7,049	1,470
1981	251,552	4,704	11,660	68,013	1,011	-4,475	319,565	5,715	7,185
1982	251,137	-415	11,245	64,677	-3,336	-7,811	315,814	-3,751	3,434
1983	253,723	2,586	13,831	60,177	-4,500	-12,311	313,900	-1,914	1,520
1984	256,839	3,116	16,947	59,166	-1,011	-13,322	316,005	2,105	3,625
1985	262,759	5,920	22,867	61,867	2,701	-10,621	324,626	8,621	12,246
1986	266,729	3,970	26,837	66,695	4,828	-5,793	333,424	8,798	21,044
1987	273,987	7,258	34,095	68,789	2,094	-3,699	342,776	9,352	30,396
1988	280,800	6,813	40,908	70,900	2,111	-1,588	351,700	8,924	39,320
1989	285,700	4,900	45,808	72,700	1,800	212	358,400	6,700	46,020
1990	284,800	-900	44,908	74,000	1,300	1,512	358,800	400	46,420
1991	283,700	-1,100	43,808	74,300	300	1,812	358,000	-800	45,620
1992	281,400	-2,300	41,508	74,500	200	2,012	355,900	-2,100	43,520
1993	280,200	-1,200	40,308	74,500	0	2,012	354,700	-1,200	42,320
1994	280,400	200	40,508	74,800	300	2,312	355,200	500	42,820
1995	280,600	200	40,708	75,200	400	2,712	355,800	600	43,420
1996	281,300	700	41,408	75,800	600	3,312	357,100	1,300	44,720
1997	285,000	3,700	45,108	76,300	500	3,812	361,300	4,200	48,920
1998	291,900	6,900	52,008	76,800	500	4,312	368,700	7,400	56,320
1999	301,300	9,400	61,408	77,200	400	4,712	378,500	9,800	66,120
2000	310,300	9,000	70,408	77,800	600	5,312	388,100	9,600	75,720
2001	318,600	8,300	78,708	78,600	800	6,112	397,200	9,100	84,820
2002	326,700	8,100	86,808	79,700	1,100	7,212	406,400	9,200	94,020
2003	336,200	9,500	96,308	80,900	1,200	8,412	417,100	10,700	104,720
2004	345,500	9,300	105,608	82,200	1,300	9,712	427,700	10,600	115,320
2005	352,300	6,800	112,408	83,600	1,400	11,112	435,900	8,200	123,520
2006	357,000	4,700	117,108	85,200	1,600	12,712	442,200	6,300	129,820
2007	361,100	4,100	121,208	86,900	1,700	14,412	448,000	5,800	135,620
2008	364,400	3,300	124,508	88,500	1,600	16,012	452,900	4,900	140,520
2009	366,800	2,400	126,908	90,000	1,500	17,512	456,800	3,900	144,420
2010	367,200	400	127,308	91,400	1,400	18,912	458,600	1,800	146,220

Source: Department of Finance, 1988 California State University Enrollment Projection

DISPLAY 18 *Campus Capacity Figures, 1987-88 to 1994-95*

Campus	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95
Bakersfield (7.2%)	3,339	3,339	3,506	3,506	3,506	3,742	3,575	4,427
Chico (7.4%)	12,515	12,515	11,632	11,672	12,435	12,533	12,533	12,533
Dominguez Hills (8.4%)	7,306	7,306	6,354	6,354	6,354	6,354	6,354	6,354
Fresno (7.3%)	12,857	13,803	13,467	14,156	14,468	15,894	16,137	16,137
Fullerton (4.8%)	14,459	14,716	15,046	15,046	15,046	17,069	17,069	17,349
Hayward (6.8%)	12,127	12,127	12,175	12,175	12,175	12,175	12,175	12,175
Humboldt (12.2%)	6,830	6,830	6,926	6,926	6,926	6,957	6,957	6,957
Long Beach (5.7%)	20,777	21,397	21,073	22,403	22,864	22,997	22,997	22,997
Los Angeles (7.4%)	20,424	20,424	17,987	17,825	17,403	16,773	16,773	16,773
Northridge (5.5%)	18,202	18,363	17,363	17,363	17,432	21,652	21,652	21,687
Pomona (4.1%)	12,860	12,889	12,839	12,839	14,067	14,067	15,415	15,415
Sacramento (6.9%)	16,302	16,302	16,005	19,192	19,192	19,724	19,704	19,704
San Bernardino (7.3%)	4,373	4,373	4,356	7,073	7,073	9,416	8,341	10,166
San Diego (5.9%)	24,017	24,350	24,228	24,910	24,109	23,917	24,733	23,588
San Francisco (7.1%)	17,461	17,461	16,991	16,991	17,082	19,271	19,558	19,558
San Jose (6.6%)	19,337	19,928	19,928	20,683	20,683	20,683	20,683	20,683
San Luis Obispo (6.5%)	13,747	13,747	13,132	13,138	13,735	13,735	13,990	13,990
Sonoma (11.5%)	5,976	5,976	6,095	6,095	6,095	6,095	6,095	6,095
Stanislaus (9.4%)	3,834	3,834	3,748	3,748	3,748	3,748	3,748	3,748
Total	246,743	249,680	242,851	252,095	254,393	266,802	268,489	270,336

Source: California State University, 1988

limitation established by the State University Trustees for San Diego State University. At present, SANDAG is in the process of updating its projections into the "Series 7" forecast, and while it has not compiled its new numbers by age group, which is essential to produce specific enrollment projections, it has published data for various subregional areas that can be compared to the earlier data contained in the Commission's first report. A comparison of the two forecasts is shown in Display 20 on page 30.

The preliminary Series 7 projection for San Diego County shows an estimated 2010 population of 3,154,195, with growth from 1986 projected at 988,801. This is approximately comparable to Tadlock's estimate of 828,000, using a 1985 baseline, and shows even more rapid growth than originally

estimated. In the areas of primary concern to the San Marcos project -- the North City, North County East, and North County West subregional areas -- the Series 7 report indicates that about two-thirds of the county's growth will occur in these three regions, and that the North City area in particular will grow at a rate substantially greater than indicated in the earlier projection. These areas are shown in Display 21 on page 31. Unfortunately, as indicated above, the newer data are not yet delineated by age group, and it is therefore impossible to determine if the additional growth will occur in the primary college-going age groups; consequently, it is not possible to use them for the enrollment projections. It is possible to state, however, that the enrollment projections presented in this report, to the degree that

DISPLAY 19 California State University 1994-95 Lecture/Laboratory Capacity Compared to Full-Time-Equivalent Enrollment Allocations and Master Plan Limits

Campus	Lecture/lab Capacity 1984-85	Total Campus Capacity 1994-95	Budgeted AY FTE 1994-95	Master Plan Ceiling	Potential Additional On-Campus Space
Bakersfield	4,108	4,427	4,400	12,000	7,600
Chico	11,606	12,533	13,700	14,000	300
Dominguez Hills	5,821	6,354	5,400	20,000	14,600
Fresno	14,959	16,137	16,900	20,000	3,100
Fullerton	16,516	17,349	17,500	20,000	2,500
Hayward	11,348	12,175	7,830	18,000	10,170
Humboldt	6,108	6,957	5,800	10,000	4,200
Long Beach	21,686	22,997	23,600	25,000	1,400
Los Angeles	15,532	16,773	13,600	25,000	11,400
Northridge	20,494	21,687	21,700	25,000	3,300
Pomona	14,783	15,415	15,300	20,000	4,700
Sacramento	18,344	19,704	19,850	25,000	5,150
San Bernardino	9,424	10,166	9,750	12,000	2,250
San Diego	22,196	23,588	25,000	25,000	0
San Francisco	18,169	19,558	19,200	20,000	800
San Jose	19,318	20,683	20,000	25,000	5,000
San Luis Obispo	13,081	13,990	15,000	15,000	0
Sonoma	5,394	6,095	5,100	10,000	4,900
Stanislaus	3,396	3,748	4,400	12,000	7,600
Totals	252,283	270,336	264,030	353,000	88,970
Off-Campus Centers			5,420		

Source California State University, 1988

they are specifically dependent on population projections, could be conservative

The Commission's earlier reports projected enrollments by using age-specific participation rates derived from the actual experience at five of the system's smallest campuses (The Dominguez Hills campus was not considered since its participation rate could not be separated from the other four campuses in Los Angeles County) These participation rates were then applied to the population projections for the north county service area The State University found this approach to be reasonable and continued it in its own report, as did the Population Research Unit of the Department of Finance Displays 22 and

23 on page 32 show the results as presented in the State University's report

Display 22 shows population figures from the five counties in which the small campuses are located, with all campuses having the same name as the counties except for CSU Bakersfield, which is located in Kern County The counties are Humboldt, Kern, San Bernardino, Sonoma, and Stanislaus Display 23 contains enrollments by level for these campuses, compares them to the population totals derived from Display 22, and shows the resultant participation rates The enrollments shown are all local, with additions for resident aliens and refugees

Display 24 on page 33 shows the State University's

DISPLAY 20 Comparison of "Series 6" and "Series 7" Forecasts by the San Diego Association of Governments

Major Statistical Area	1985		1986		1990		1995	
	Series 6	Series 7	Series 6	Series 7	Series 6	Series 7	Series 6	Series 7
Central	536,450	N/A	N/A	548,722	521,917	N/A	526,298	559,089
North City	489,985	N/A	N/A	509,961	549,835	N/A	597,891	658,798
South Suburban	214,708	N/A	N/A	223,625	271,442	N/A	303,257	264,075
East Suburban	372,986	N/A	N/A	385,934	412,035	N/A	441,547	443,503
North County West	231,646	N/A	N/A	248,370	278,843	N/A	320,357	325,913
North County East	222,186	N/A	N/A	232,921	283,228	N/A	318,385	315,845
East County	15,412	N/A	N/A	16,156	17,800	N/A	19,100	17,911
County Total	2,083,373	N/A	N/A	2,165,689	2,335,100	N/A	2,526,835	2,585,134

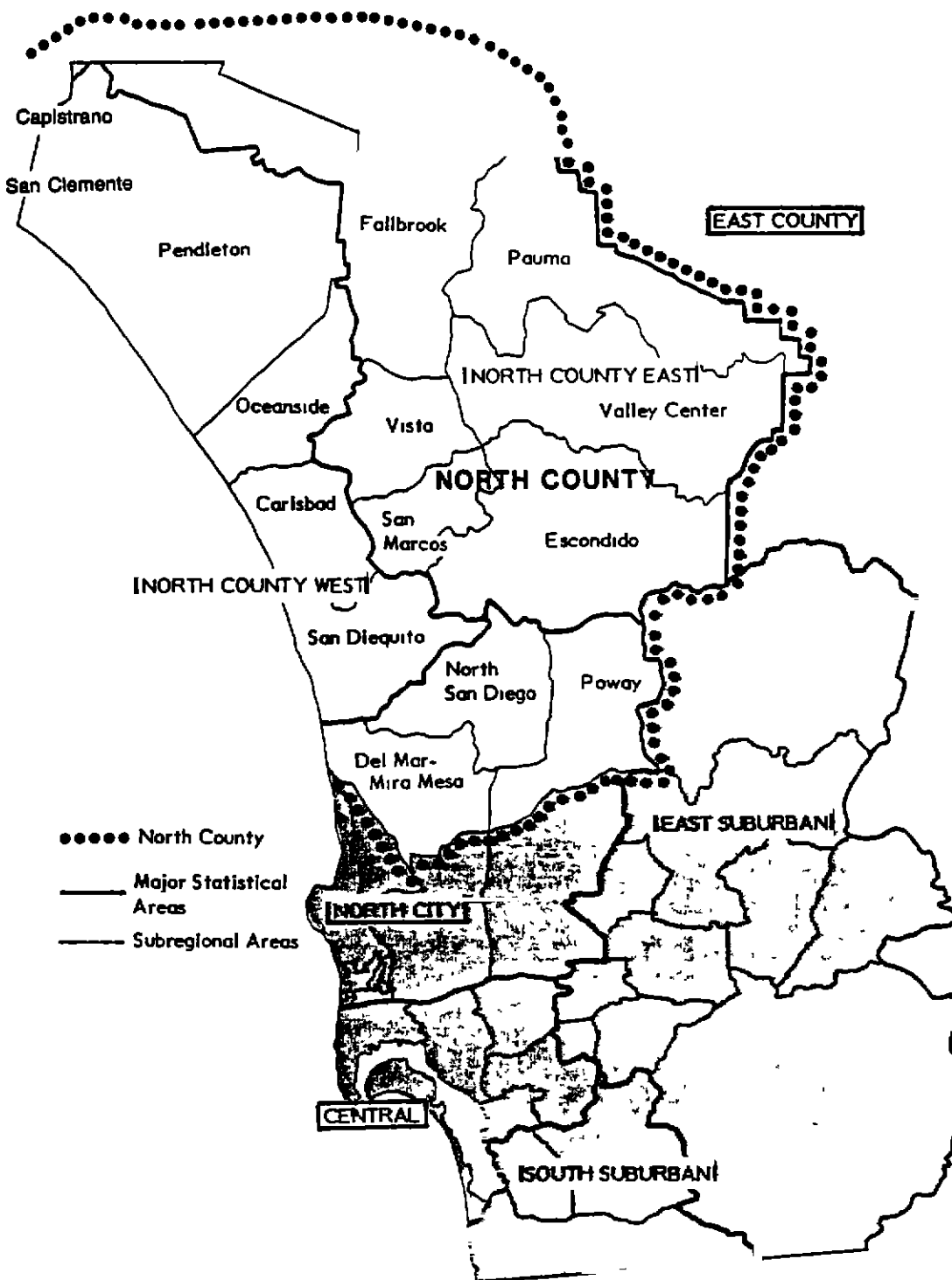
Major Statistical Area	2000		2010		Series 6 Growth 1985-2000	Series 7 Growth 1986-2000	Series 7 Growth 1986-2010
	Series 6	Series 7	Series 6	Series 7			
Central	527,001	573,177	N/A	596,221	-9,449	24,455	47,499
North City	646,888	714,831	N/A	804,167	156,903	204,870	294,206
South Suburban	334,327	293,146	N/A	364,597	119,619	69,521	140,972
East Suburban	464,908	473,367	N/A	529,003	91,922	87,433	143,069
North County West	358,425	358,497	N/A	419,992	126,779	110,127	171,622
North County East	347,116	352,408	N/A	419,910	124,930	119,487	186,989
East County	20,500	18,769	N/A	20,600	5,088	2,613	4,444
County Total	2,699,165	2,784,195	N/A	3,154,490	615,792	618,506	988,801

Source: San Diego Association of Governments, Series 6 and Series 7 (Preliminary) Forecasts

initial enrollment projection, which applies the participation rates derived in Display 23 to the SANDAG population projections contained in the Series 6 forecast. It indicates a 1995 local enrollment of 5,655 headcount students and a year 2000 headcount enrollment of 6,199. In the Commission's earlier report on the North County Center, a factor was added to account for students likely to attend from outside the county. This was 5 percent in 1990, 10 percent in 1995, and 15 percent in 2000. With the exception of the Bakersfield, Dominguez Hills, and Los Angeles campuses, where over 80 percent of the students are local residents, these percentages were substantially below the experience of campuses throughout the system (40.4 percent out of county). They were also

below the average for the five small campuses used to derive appropriate participation rates (43.9 percent). Display 25 on page 34 shows the figures for Fall 1987. They were nevertheless chosen for the North County Center since it was clear from experience with other centers that the overwhelming majority of students in attendance at those centers were local. When projecting for a full campus, however, it should be assumed that the existence of that campus will become more widely known throughout the State and that the number of out-of-county students will increase accordingly. Adding the non-local enrollment factor increases headcount enrollment to 6,652 in 1995 and 7,293 in the year 2000.

DISPLAY 21 Map of Northern San Diego County, Showing Primary Service Areas for the Proposed San Marcos Campus



Source: The California State University, 1988, p. 48

DISPLAY 22 1987 Population and Participation Rate Figures**1987 Population by County**

Age Group	Kern	Humboldt	San Bernardino	Sonoma	Stanislaus	Total
15 - 19	38,373	24,356	25,203	8,427	94,122	190,481
20 - 24	42,652	26,303	27,934	10,805	102,275	209,969
25 - 29	45,531	26,730	26,919	8,146	101,316	208,642
30 - 34	44,941	26,800	30,234	11,404	106,444	219,823
35 and Over	201,732	136,805	168,910	52,108	468,453	1,028,008
Total	373,229	240,994	279,200	90,890	872,610	1,856,923

Source. Department of Finance, Report No. 86-P-3

DISPLAY 23 Five County Population for 1987, with Enrollments at Applicable Campuses, and Participation Rates by Age and Level of Instruction

Age Cohort	Population	Lower Division Enrollment	Upper Division Enrollment	Graduate Enrollment	Lower Div Participation Rate	Upper Div Participation Rate	Graduate Participation Rate
15-19	190,481	1,708	12	0	0.00896677	0.00006300	0.00000000
20-24	209,969	1,343	2,868	395	0.00639618	0.01365916	0.00188123
25-29	208,642	327	1,664	1,107	0.00156728	0.00797538	0.00530574
30-34	219,823	249	1,324	1,119	0.00113273	0.00602303	0.00509046
35+	1,028,008	368	2,009	2,549	0.00035797	0.00195426	0.00247955
Total/Net	1,856,923	3,995	7,877	5,170	0.00215141	0.00424196	0.00278418

Source. Display 21 and California State University, 1988

The final steps in deriving the enrollment projections include two conversions -- the first from headcount to full-time-equivalent (FTE) students, and the second from fall term FTE to academic year FTE, for it is the latter that drives budgetary appropriations. The first conversion was based on an assumed unit load of 12.5 units per headcount student at the lower division level, 11.61 for upper division, and 7.94 for graduate. These numbers were systemwide averages for Fall 1987. Conversion from Fall 1987 to academic year 1987-88 required the application of a 98 percent factor, also the systemwide average.

The most difficult assumption underlying this projection concerned the estimate for non-local atten-

dance. As noted above, the assumption of between 5 and 15 percent is considerably below systemwide norms, but the State University offered the reasonable assumption that some time would be required for the full-service campus to establish its reputation and consequently draw more students from outside of the immediate service area. This recognition was presumed to occur gradually and was fully incorporated into the projection as of the year 2000, when it was estimated that local attendance would equal the percentage for San Diego State University and CSU, Fullerton, measured at 37 percent in Fall 1986. Using 1987 figures, this percentage is 39.4 percent, very close to the systemwide average of 40.4 percent and the five small campus average of 43.9 percent.

DISPLAY 24 Enrollment Projection for the California State University's San Marcos Campus

Year and Age Group (A)	North County Population ¹ (B)	Lower Division Participation Rate ² (C)	Upper Division Participation Rate ² (D)	Graduate Participation Rate ² (E)	Lower Division Enrollment ³ (F)	Upper Division Enrollment ³ (G)	Graduate Enrollment ³ (H)	Subtotal Enrollment ⁴ (I)	Factor for Non-Local Enrollments ⁵ (J)	Total Enrollment ⁶ (K)	Convert to FTE ⁷ (L)	Convert to Academic Year ⁸ (M)
1990												
0-14	144,453	0.0000000	0.0000000	0.0000000	0	0	0	0	0	0	0	0
15-19	49,312	0.0896677	0.0006300	0.0000000	442	3	0	445	79	524	427	418
20-24	62,547	0.0639618	0.1365916	0.0188123	400	854	118	1,372	242	1,614	1,229	1,205
25-29	59,003	0.0156728	0.0797538	0.0530574	92	471	313	876	155	1,031	717	703
30-34	64,029	0.0113273	0.0602303	0.0509046	73	386	326	784	138	922	630	617
35 and Over	341,432	0.0035797	0.0195426	0.0247955	122	667	847	1,636	289	1,925	1,272	1,246
Total/Net	720,776	.00215141	.00424196	.00278418	1,129	2,381	1,603	5,114	902	6,016	4,274	4,189
1995												
0-14	161,305	0.0000000	0.0000000	0.0000000	0	0	0	0	0	0	0	0
15-19	53,947	0.0896677	0.0006300	0.0000000	484	3	0	487	86	573	467	457
20-24	65,277	0.0639618	0.1365916	0.0188123	418	892	123	1,432	253	1,685	1,283	1,257
25-29	61,038	0.0156728	0.0797538	0.0530574	96	487	324	906	160	1,066	742	727
30-34	68,910	0.0113273	0.0602303	0.0509046	78	415	351	844	149	993	678	664
35 and Over	414,297	0.0035797	0.0195426	0.0247955	148	810	1,027	1,985	350	2,336	1,543	1,512
Total/Net	824,774	.00215141	.00424196	.00278418	1,223	2,607	1,825	5,655	998	6,652	4,712	4,618
2000												
0-14	172,485	0.0000000	0.0000000	0.0000000	0	0	0	0	0	0	0	0
15-19	60,339	0.0896677	0.0006300	0.0000000	541	4	0	545	96	641	522	512
20-24	69,979	0.0639618	0.1365916	0.0188123	448	956	132	1,535	271	1,806	1,375	1,348
25-29	63,377	0.0156728	0.0797538	0.0530574	99	505	336	941	166	1,107	770	755
30-34	70,408	0.0113273	0.0602303	0.0509046	80	424	358	862	152	1,014	693	679
35 and Over	483,215	0.0035797	0.0195426	0.0247955	173	944	1,198	2,315	409	2,724	1,800	1,764
Total/Net	919,803	.00215141	.00424196	.00278418	1,341	2,834	2,024	6,199	1,094	7,293	5,160	5,057

Notes 1 Based on the SANDAG Series 6 forecast

2 Number of students per county resident

3 North county population multiplied by the applicable participation rate to produce headcount students

4 Total of columns (F), (G), and (H)

5 Fifteen percent factor added for out-of-area enrollments (Col (I) - 85)

6 Col (I) plus Col (J)

7 FTE values are based on average unit loads at the State University in Fall 1987. These compute to 12.50 units lower division, 11.61 units upper division, and 7.94 units graduate. When divided by 15, these numbers translate to 833, 774, and 529, respectively.

8 Academic year FTE equals 98 percent of Fall term FTE.

Source Displays 22 and 23 and California State University, 1988

DISPLAY 25 *Origin of Students Attending California State University Campuses, with Detail for Five Small Campuses, Fall 1987*

Campus	Local Attendance	Adjusted Local Attendance	Other Counties	California Total	Other States	Foreign Countries	Grand Total	Local as Percent of Total
Bakersfield	3,636	3,831	617	4,253	373	52	4,642	82.5%
Chico	3,370	3,697	11,181	14,551	102	781	15,434	24.0
Dominguez Hills	6,752	7,357	163	6,915	94	860	7,869	93.5
Fresno	9,561	10,487	6,699	16,260	199	1,905	18,364	57.1
Fullerton	13,598	16,198	7,357	20,955	248	3,114	24,317	66.6
Hayward	6,844	7,791	4,181	11,025	116	1,314	12,455	62.6
Humboldt	2,104	2,186	3,751	5,855	244	153	6,252	35.0
Long Beach	16,814	20,292	13,167	29,981	496	4,449	34,926	58.1
Los Angeles	14,267	18,910	608	14,875	185	5,917	20,977	90.1
Northridge	20,596	24,363	4,443	25,039	370	4,310	29,719	82.0
Pomona	8,275	11,216	6,263	14,538	197	3,582	18,317	61.2
Sacramento	11,093	12,400	11,158	22,251	115	1,762	24,128	51.4
San Bernardino	4,963	5,332	2,633	7,596	189	581	8,366	63.7
San Diego	18,392	20,313	13,644	32,036	1,301	2,608	35,945	56.5
San Francisco	8,957	12,246	12,145	21,102	405	4,495	26,002	47.1
San Jose	15,070	18,600	7,471	22,541	457	4,551	27,549	67.5
San Luis Obispo	2,359	3,090	12,608	14,967	192	890	16,049	19.3
Sonoma	2,886	3,039	2,833	5,719	126	314	6,159	49.3
Stanislaus	2,348	2,653	2,119	4,467	34	470	4,971	53.4
Totals	171,885	204,001	123,041	294,926	5,107	42,408	342,441	59.6%

Campus	Local Attendance	Adjusted Local Attendance	Other Counties	California Total	Other States	Foreign Countries	Grand Total	Local as Percent of Total
Bakersfield	3,636	3,831	617	4,253	37	352	4,642	82.5%
Humboldt	2,104	2,186	3,751	5,855	244	153	6,252	35.0
San Bernardino	4,963	5,332	2,633	7,596	189	581	8,366	63.7
Sonoma	2,886	3,039	2,833	5,719	126	314	6,159	49.3
Stanislaus	2,348	2,653	2,119	4,467	34	470	4,971	53.4
Totals	15,937	17,041	11,953	27,890	630	1,870	30,390	56.1%
Without Humboldt								61.5%

Source California State University, Division of Analytical Studies, Report No. 8, May 1988

Any of these figures are sufficient at the present time, since any projections beyond ten years are inherently soft. Once the campus is established in 1995, enrollment growth will automatically become based on the campus's experience with actual enrollments and enrollment demand, the projections becoming only very broad guidelines. Such was the experience with the enrollment projections contained in the 1960 Master Plan, and there is no reason to suspect it will be different now.

After the State University's report on the San Marcos campus was published, the Population Research Unit of the Department of Finance examined the data shown in Display 24 and found one element that warranted correction. This concerned the military population at Camp Pendleton, which was included as part of the North County West population but which included approximately 14,000 U.S. Marine Corps recruits attending "boot camp." Although they are normally part of the 18-to-24-year age group, the Department of Finance pointed out that they are largely a transient population that should not have been included in the projection. Accordingly, the enrollment projection was reduced by 316 full-time-equivalent students. This adjustment, along with the preliminary projection, was incorporated into the phased growth projection shown in Display 26 on page 36. Display 27 on page 37 presents the same data graphically.

As Display 26 shows, 1992-93 opening enrollments at the permanent San Marcos Center are currently estimated at 1,700 full-time-equivalent students, with growth of only 100 more by 1994-95. The original enrollment projection for a full-service campus in 1995-96 was 4,617, but it was subsequently adjusted downward to 4,379. Without doubt, it will not be possible to accommodate the difference of 2,579 full-time-equivalent students in a single year, for to more than double the enrollment within 12 months would produce internal chaos. Not only would it be impossible to hire a sufficient number of qualified faculty and administrators in so short a time, the large number of construction projects, with their attendant noise and dust, might render the campus virtually uninhabitable. To manage this problem, the State University proposed a gradual enrollment increase that averages approximately 400 full-time-equivalent students per year -- a rate that will permit a reasoned expansion of faculty, administrators, facilities, and programs.

The possibility exists, of course, that the San Marcos campus could expand at a greater rate than that indicated in Display 26, and it is true that there are no firm guidelines for determining an ideal growth rate. In all probability, actual growth will be determined more by the availability of both support and capital outlay funding, and student demand, than by the projections presented in this report. As noted earlier, it is rare that any enrollment projection is completely accurate. It is certainly possible that the San Marcos campus could grow by 500, 600, or even more students per year, but that is a question that goes beyond the Commission's immediate concerns and legitimate realm of inquiry, which is to determine if an adequate enrollment potential exists to justify a campus's existence. The actual growth rate must be determined by the Trustees after a careful consideration of the availability of resources and the consequences of a rapid expansion.

Concerning the question of adequate enrollment potential, the Commission feels that the assumptions underlying the enrollment projection for 1995, the date lower-division students are to be admitted, are reasonable. Over time, however, it seems clear that those assumptions should be altered to account for three factors: (1) the updated SANDAG age-specific projections, due to be released in the Spring of 1989, which extend the projection period from the year 2000 (Series 6) to 2010 (Series 7), (2) the application of more broadly based participation rate data once the campus exceeds 5,000 FTE students, and (3) the probable increase in out-of-county students once the campus becomes better known and establishes a clear identity and reputation as the twentieth campus of the State University system.

In its report, the State University recognized that certain of the assumptions used to determine enrollment between 1995 and 2000 would need to be changed when considering potential enrollments in the next century, and suggested that the participation rates for the Fullerton and San Diego State campuses be employed. It also suggested that the ratio of county residents and nonresidents for those two campuses be applied to the new campus. These suggestions should certainly be considered in an active consultation process that should include the Commission, the Population Research Unit of the Department of Finance, and the State University. Given the fact that new data will be available within a few months, and the fact that the 1995 opening

DISPLAY 26 Phased Growth Projections for the San Marcos Center and Campus, 1987-88 to 2020-21

Year	Budgeted FTE Students	Phased Growth Projections		Full-Service FTE Projections		Ratio of Phased Growth to Full-Service FTE	
		Original	Revised	Original	Revised	Original	Revised
1987-88	489 ¹						
1988-89	800	800	800				
1989-90	1,000	1,000	1,000				
1990-91	1,000	1,000	1,000	4,188	3,950	23.9%	25.3%
1991-92	1,300	1,300	1,300				
1992-93	1,700	1,700 ²	1,700 ²				
1993-94	1,800	2,089	2,048				
1994-95	1,800	2,478	2,395				
1995-96		2,858 ³	2,743 ³	4,617	4,379	61.9	62.7
1996-97		3,298	3,158				
1997-98		3,738	3,574				
1998-99		4,178	3,989				
1999-00		4,618	4,405				
2000-01		5,058	4,820	5,058	4,820	100.0	100.0
2005-06		7,917	6,959				
2010-11		9,335	9,097				
2015-16		11,474	11,236				
2020-21		13,612	13,374				

1 Reported, 473.2 FTE in Fall term, 504.3 in Spring term, personal communication from Richard Rush, Dean of the North County Center, February 2 and April 8, 1988

2 Occupancy date for permanent facilities

3 Earliest date to admit lower division students.

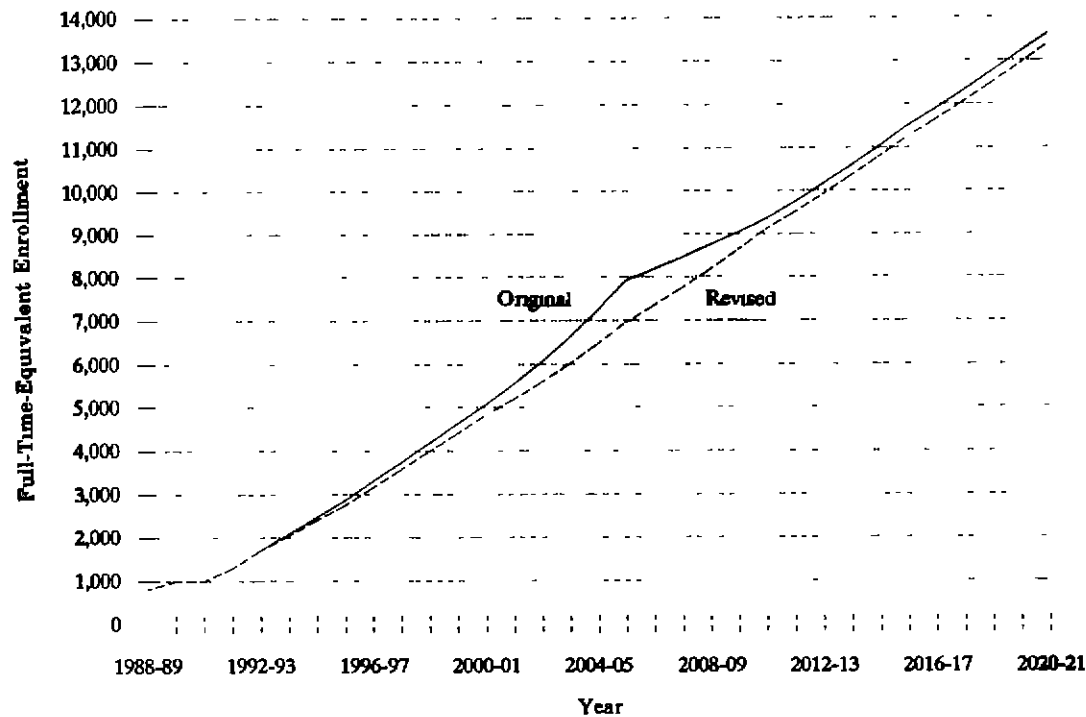
Sources: North County Center budgeted FTE, "Proposed Allocations of CSU Annual FTE," California State University Division of Analytical Studies, Report No. 88-08. Full-service campus projections for 1990 through 2000 are from Display 23 and the California State University's Feasibility Study, p. 54; projections for 2005 through 2020 are derived from the Feasibility Study, p. 55. All projections are stated in terms of academic year rather than Fall term (academic year equals 98 percent of Fall term). The phased growth projections are equal to North County Center budgeted FTE until 1993-94 when they start to increase to reach 2,858 in 1995-96 (original projection) or 2,743 (revised projection). This latter value was calculated as 61.9 percent of the full-service campus projection of 4,617. The 61.9 percent value represents the average of 23.9 percent (the ratio of budgeted to full-service in 1990-91) and 100 percent (in 2000-01 when budgeted and full-service are assumed to be equal).

need to determine precise projections to be prudent to consider the primary, and attempt to arrive at more accurate projections after SANDAG releases its report

Consideration of alternatives

Commission Criterion 2: Alternatives to establishing a campus must be considered. These alternatives must include (1) the possibility of establishing an off-campus center instead of a campus, (2) the expansion of existing campuses, and (3) the increased utilization of existing campuses.

DISPLAY 27 *Phased Growth Projections for the San Marcos Center and Campus, 1988-89 to 2020-21*



Source Display 26

This criterion contains three elements off-campus centers, expanding existing campuses, and increasing the utilization of existing campuses. As noted earlier, the second and third of these alternatives are clearly not feasible, since San Diego State University is at both its physical capacity and its master plan limit, and also because the nearest campuses outside San Diego County -- those in Los Angeles and Orange Counties -- are unreasonably distant from the north county area for thousands of potential students. In addition, the two nearest campuses -- Long Beach and Fullerton -- are currently within a few thousand full-time-equivalent students of their master plan limits, making further expansion of either or both impractical as a solution to north San Diego County enrollment pressures.

The first alternative, however, establishing an off-campus center as an alternative to the campus, requires further elaboration. As noted, the Commission has already approved a permanent off-campus center on the Prohoroff Ranch site in San Marcos

and anticipates that it will accommodate several thousand upper-division and graduate students beginning in 1992. Given the size of the site, over 300 acres, it is possible that substantial expansion could be achieved, with the local community colleges satisfying the needs for lower-division instruction.

Given current enrollment projections for the San Marcos full-service campus, it is anticipated that there will be a need for just over 1,000 full-time-equivalent lower-division student spaces. At the same time, substantial growth is anticipated at both of the area's community colleges -- MiraCosta and Palomar -- as indicated in Displays 28 and 29 on pages 39 and 40 -- all of it, of course, at the lower-division level. These displays show additional head-count enrollments between Fall 1987 and Fall 1997 of 2,850 at MiraCosta and 6,235 at Palomar, for a total of 9,085. If these projections hold true, the two districts will be enrolling over 35,000 students between them, with about 84 percent of the total in credit courses.

DISPLAY 28 *Enrollments at Palomar and MiraCosta Colleges, Fall 1976 to Fall 1997*

Year (Fall Term)	Credit		Non-Credit		Total		Percentage Increase (Total)	
	MiraCosta	Palomar	Mira Costa	Palomar	Mira Costa	Palomar	MiraCosta	Palomar
Actual								
1976	4,513	13,647	1,192	1,309	5,705	14,956	- - -	- - -
1977	5,230	14,011	2,223	1,160	7,453	15,171	30.6%	1.4%
1978	5,612	13,714	873	659	6,485	14,373	-13.0	-5.3
1979	5,993	14,237	1,464	932	7,457	15,169	15.0	5.5
1980	6,077	16,507	2,218	1,465	8,295	17,972	11.2	18.5
1981	6,444	17,201	2,413	1,268	8,857	18,469	6.8	2.8
1982	6,195	17,170	2,320	1,711	8,515	18,881	-3.9	2.2
1983	5,819	15,569	2,216	1,298	8,035	16,867	-5.6	-10.7
1984	5,643	13,835	2,153	1,579	7,796	15,414	-3.0	-8.6
1985	5,509	13,534	2,307	1,807	7,816	15,341	0.3	-0.5
1986	6,088	14,738	2,050	1,966	8,138	16,704	4.1	8.9
1987	6,338	15,611	2,232	2,164	8,570	17,775	5.3	6.4
Projected								
1988	6,970	17,010	2,300	2,380	9,270	19,390	8.2	9.1
1989	7,220	17,660	2,350	2,450	9,570	20,110	3.2	3.7
1990	7,370	17,950	2,390	2,510	9,760	20,460	2.0	1.7
1991	7,490	18,160	2,410	2,570	9,900	20,730	1.4	1.3
1992	7,630	18,440	2,450	2,620	10,080	21,060	1.8	1.6
1993	7,830	18,920	2,490	2,680	10,320	21,600	2.4	2.6
1994	8,020	19,340	2,530	2,740	10,550	22,080	2.2	2.2
1995	8,210	19,770	2,570	2,790	10,780	22,560	2.2	2.2
1996	8,460	20,380	2,620	2,850	11,080	23,230	2.8	3.0
1997	8,750	21,100	2,670	2,910	11,420	24,010	3.1	3.4

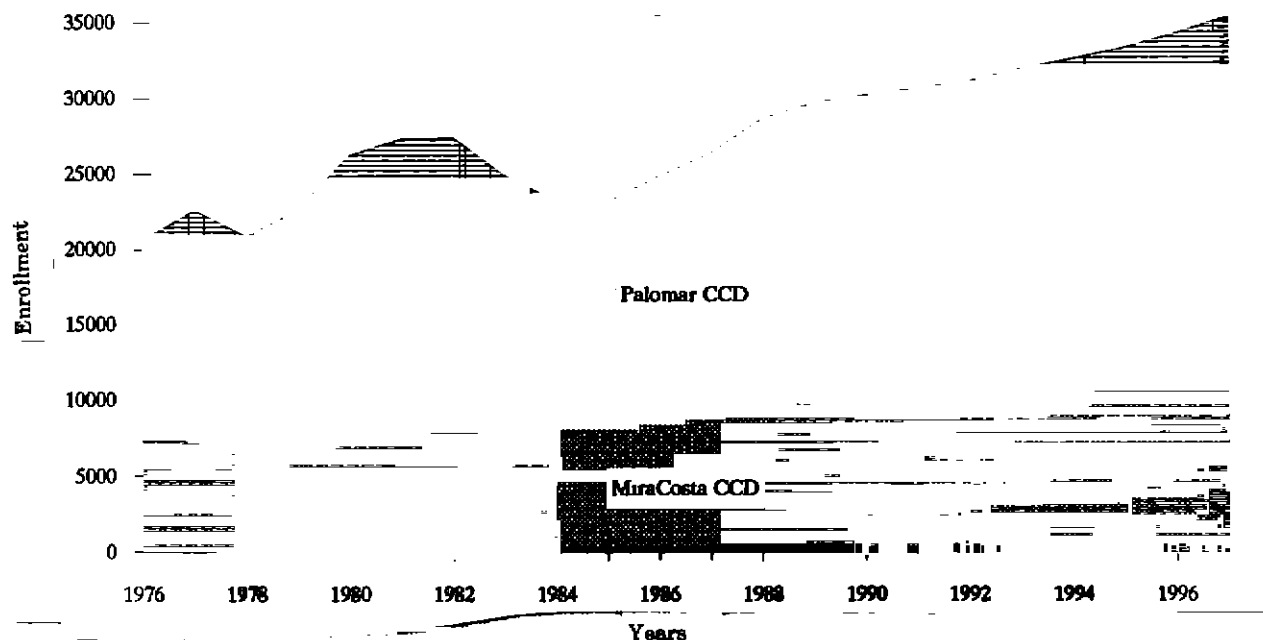
Source. California State Department of Finance, Ten-Year Community College Capital Outlay Projection, October 1987 and October 1988

At present, 1987-88, both community colleges in the area have adequate facilities to accommodate existing enrollments, but it is clear that additional facilities will have to be constructed to house the anticipated enrollment growth. In all probability, the enrollment projections did not account for the possibility of a full-service State University campus in San Marcos, but even with that possibility included, and the community college projections reduced accordingly, the growth projection is sufficiently large that there can be little doubt that the community colleges

will continue to grow, with Palomar becoming one of the largest colleges in the system.

A further consideration emanates from various sections in Division 5 of the *Education Code*. Section 66011 offers a guarantee of admission to all qualified students to one of the three public segments. Section 66014.5 declares legislative intent that students should be provided with "true economic and academic freedom of choice in selecting a college or university they wish to attend." Section 66200 states that "It has been and continues to be the intent of the Leg-

DISPLAY 29 *Total Enrollment at the MiraCosta and Palomar Community College Districts, 1976 to 1987 (Actual), and 1988 to 1997 (Projected)*



Source Display 28

islatre that all qualified California youth be insured the opportunity to pursue higher learning " Section 66201 states

It is the intent of the Legislature that each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education Once enrolled, he should have the opportunity to continue as long and as far as his capacity and motivation, as indicated by his academic performance and commitment to educational advancement, will lead him to meet academic standards and institutional requirements

The Legislature hereby affirms the commitment of the State of California to provide an adequate place in California higher education for every student who is willing and able to benefit from attendance

Section 66202 establishes admissions priorities for the University of California and the California State University (bold type added for emphasis)

It is further the intent of the Legislature that the following categories be established, insofar as practicable in the following order, for the purpose of enrollment planning and admission priority practice at the undergraduate resident student level for the California State University and the University of California

- (1) Continuing undergraduate students in good standing
- (2) California residents who have successfully completed the first two years of their baccalaureate program
- (3) **California residents entering at the freshman and sophomore levels.**

It is further the intent of the Legislature that within each of the preceding enrollment categories, the following groups of applicants receive priority consideration in admissions practice in the following order

- (a) Residents of California who are recently released veterans of the armed forces of

the United States

- (b) Transfers from California public community colleges
 - (c) Applicants who have been previously enrolled at the campus to which they are applying, provided they left such institution in good standing
 - (d) Applicants who have a degree or credential objective that is not generally offered at other public institutions of higher learning within California
 - (e) **Applicants for whom the distance involved in attending another institution would create financial or other hardships.**
- (4) Residents of other states and foreign countries

Taken together, and in the absence of any *Education Code* provision requiring or strongly encouraging lower-division students to attend the community colleges, these Code sections appear to establish a State policy that California residents should be permitted reasonable access to State University lower-division courses. In addition, the *Master Plan for Higher Education*, in providing that all high school students graduating in the top one-third of their class would be eligible to attend the State University, strongly implied that "reasonable access" should be a primary consideration. The Commission itself, in addressing this question, provided that "special regional considerations" should be taken into account when considering the establishment of a new State University campus. Finally, while it is difficult to argue that existing *Education Code* sections, the *Master Plan*, or the Commission's assumption of a regional priority in planning, mandate the establishment of a lower division in an area of strong population growth, it is equally difficult to argue that the Code prevents it. The compromise position, established many years ago by the Commission, appears to be that State University lower-division courses should be established only when it can be demonstrated that they will not conflict with, or adversely affect the economy of operation of, community colleges in the immediate area. That question is discussed in the next section of this report.

Impacts on other institutions and local support

Commission Criterion 3 Other segments, institutions, and the community in which the campus is to be located must be consulted during the planning process for the new campus. Strong local or regional interest in the proposed campus must be demonstrated.

Commission Criterion 7 The establishment of a new University of California or California State University campus must take into consideration existing and projected enrollments in the neighboring institutions of its own and of other segments.

In its original report on the subject of expanded services in the north county area, the Commission concluded that "There is no question that the center will serve the community and no question about local support, which has been vocal, comprehensive, and sustained" (1987a, p. 44). Nothing has occurred since the publication of that report that alters the substance of that conclusion. Letters of support have been forwarded to the Commission from a variety of sources, including the Legislature, the City of San Marcos, the County of San Diego, local businesses, chambers of commerce, and community groups.

The State University's report noted other evidence of local support in the form of several actions taken by the City of San Marcos. These actions included

- 1 Changes in zoning ordinances to ensure that adjacent development would be consistent with the presence of a campus,
- 2 A commitment to construct water and sewer pipelines, as well as street improvements, up to the campus property line, and of sufficient size to accommodate all growth up to and including a full build-out of the campus
- 3 A master plan for a 1,500-acre tract that will include the 302-acre campus site, the new San Marcos civic center, and other compatible development

Following approval of the 1987 Budget Act language the State University's formed the "Advisory Committee on a Full-Service Campus in North San Diego County." This committee consisted of the following representatives

Committee members

- George Boggs, President, Palomar College (also represented by Dr Jan Moser, Vice President for Academic Affairs),
- Harry Brakebill, Executive Vice-Chancellor, The California State University, retired,
- Herbert L Carter, Executive Vice Chancellor, The California State University, *Chair*,
- Honorable William A Craven, State Senator (represented by Ms Carol Cox),
- Robert W Gill, Executive Assistant to the Chancellor, University of California, Riverside,
- Deon Holt, President, MiraCosta College,
- Albert Johnson, Vice President, San Diego State University,
- Joyce Justus, Director of Educational Relations, University of California,
- Lee Kerschner, Vice Chancellor for Academic Affairs, The California State University,
- Louis V Messner, Assistant Vice Chancellor, Budget Planning and Administration, The California State University, and
- The Honorable Lee Thibadeau, Mayor, San Marcos

Observers

- Judith Day, Education Systems, Department of Finance,
- Mary Heim, Population Research Unit, Department of Finance, and
- William L Storey, Assistant Director, California Postsecondary Education Commission

Chancellor's Office staff

- Sheila Chaffin, Assistant Vice Chancellor, Physical Planning and Development,
- Frank Jewett, Special Assistant, Academic Affairs, Resources (also on the Working Group),
- Anthony J Moye, Deputy Vice Chancellor, Academic Affairs, Resources (also on the Working Group), and
- John M Smart, Vice Chancellor for University Affairs (also on the Working Group)

North County working group

- Ralph Bigelow, Director, Analytical Studies,
- Sally Casanova, State University Dean, Academic Affairs, Programs,
- William Chatham, Chief of Planning, Physical Planning and Development,
- Thomas C Harris, Director, Library Affairs,
- Judith Hunt, State University Dean, Faculty Affairs,
- William G Knight, Assistant General Counsel,
- John R Richards, Principal Budget Analyst, Budget Planning and Administration.
- Richard R Rush, Dean, North County Center, San Diego State University, and
- Charles H Wilmont, Associate for Resource Planning, Academic Affairs, Resources

Concerning consultation with adjacent institutions, six other colleges and universities are involved -- the University of California at San Diego, MiraCosta College in Oceanside, Palomar College in San Marcos, National University, United States International University, and the University of San Diego. As noted, all three of the public institutions were represented on the advisory committee, and all three have indicated that they have no objections to the State University's current plan to admit lower-division students, provided they are admitted no earlier than the Fall of 1995.

University of California President Gardner wrote to Chancellor Reynolds on May 18, 1988, indicating general support for the plan. Similar support was also expressed by representatives from the Irvine, Riverside, and San Diego campuses, and officials in the President's Office recently offered a final assurance of support for the proposal.

Community colleges On October 3, 1988, President Deon Holt of MiraCosta College wrote to the Commission as follows:

As you know, I served as a member of the Advisory Committee which studied the feasibility of establishing a full-service CSU campus in North San Diego County. As I indicated to the committee, I believe that this campus should open and operate in its initial

years as an upper division and graduate level institution

In my opinion, a phase-in date for lower-division offerings of no earlier than 1995, as recommended by the committee, will result in a transition period which will have minimal adverse impact on MiraCosta College. I am supportive of the campus becoming a full-service university provided that this recommendation is followed.

Because Palomar College is located only three miles from the Prohoroff Ranch site, the opinion of Palomar's president, George Boggs, was particularly relevant to a consideration of these criteria. Dr. Boggs wrote to Executive Vice Chancellor Carter on September 26 as follows:

I am pleased that we were able to agree on assurances that would protect the local community colleges from loss of enrollment or programs. Dr. Rush and his administrative staff are working closely with Dr. Moser and our instructional deans at Palomar College to develop a long-range schedule of class offerings to insure that we have complementary programs. We have agreed, along with Dr. Holt from MiraCosta College, to pay close attention to demographic trends and program enrollments at each of our institutions as determining factors in the rate and nature of expansion of SDSU-North County into lower-division offerings in 1995 or later.

Independent institutions No response was received from either National University or United States International University, but a letter of opposition was forwarded to the Chancellor's Office from the University of San Diego in which President Author Hughes offered the following comments:

There is no question that the expansion of San Diego State with a second full service campus will compete dramatically with the University of San Diego and other private institutions in this region. Rather than make a capital investment in still another campus, I believe it would be much wiser to provide scholarship support for students to attend private institutions instead of seeking the capital resources necessary for the kind of expansion you are contemplating. The impact of community

colleges doesn't have the kind of adverse effect that a SDSU North County Center would have on us since community college students must transfer if they continue.

The University of San Diego is a relatively stable institution enrolling about 5,000 students, and clearly it would not be able to accommodate the massive enrollment increases anticipated for San Diego County. Also, even if the San Marcos facility is not built, it is clear that expenditures comparable to the amounts planned for San Marcos will have to be spent somewhere within the State University system, and that expansion of other campuses will do little to alleviate the problem of access for students who can neither relocate to other parts of the State nor afford the fees charged by independent institutions, which average around \$7,000 to \$10,000 per year. Were San Diego County not growing so rapidly, it is entirely possible that the construction of a full-service campus would adversely affect enrollments at neighboring independent institutions, and probably in the community colleges as well, but given the growth projections, it is probable that institutions such as the University of San Diego will not be adversely affected.

Proposed academic programs

Commission Criterion 10 The programs projected for the new campus must be described and justified.

Display 30 on page 44 reproduces a table included within the State University's report on the possible establishment of a full-service campus in San Marcos. This display shows programs currently in operation at the North County Center, programs proposed to be offered when the center moves to its new location at Prohoroff Ranch, and programs that may be offered if the center is converted to a campus. The requirement of this criterion is that all programs proposed to be offered at the campus be described and justified, and it is clear that the State University has not provided such a description or justification. At present, however, this is not a serious concern, since about seven years remain before the planned admission of lower-division students and the conversion to full-service campus status occur in Fall 1995.

Given the fact that the new campus, if it is finally approved by the Legislature and the Governor, will not have a president or permanent central administration immediately in place, it is not reasonable to ask the State University to present a coherent academic plan at the present time. This is especially true since discussions with the area's community colleges are continuing, and it is probable that a number of program changes will occur prior to the anticipated 1995 opening. Accordingly, the list of "Possible Programs" contained in Display 30 should be considered advisory. Concerning the programs extant at the leased North County Center, and those proposed for the permanent North County Center, each was adequately described and justified in the State University's supplemental report that was approved by the Commission in November 1987 (1987b).

Physical, social, and demographic characteristics

Commission Criterion 11 The characteristics (physical, social, demographic, etc.) of the location proposed for the new campus must be included

This criterion was considered at some length in the Commission's previous report (1987a), and also in the State University's feasibility study (State University, 1988, pp 39-45). Since the 1987 report, no new information has become available, and it is the consensus of those involved in the project, and those who live in the area, that no new information concerning social or demographic trends will be released until after the 1990 Census.

While that remains true, the State University has provided a letter dated December 14, 1988, indicating that the ethnic minority population of the northern San Diego County service area should approximate 37.7 percent in the year 2000. That letter -- reproduced in Appendix D on pages 175-177 below -- also offered a further elaboration on the State University's outreach efforts to members of ethnic minority groups.

Access for the disadvantaged

Commission Criterion 12 The campus must facilitate access for the economically, educationally, and socially disadvantaged

In its original report on the North County Center, the Commission concluded that the State University's description of how it intended to serve disadvantaged students was inadequate, and it consequently asked for a supplemental report on the subject. The State University submitted that report in August 1987, and the Commission discussed it at some length in its November 1987 report before granting final approval to the North County Center proposal (State University, 1987, and the Commission, 1987b).

The Commission's primary concern was twofold: (1) that the State University demonstrate extensive community involvement with organizations that deal with disadvantaged residents of the area, and (2) that it provide assurances that various support services would be in place at the time the new center opened.

In its response, the State University forwarded letters of support from 22 community groups, agencies, and individuals, all of which demonstrated genuine progress in cementing relations with all of the ethnic minority, disadvantaged, and underrepresented groups in the area. It also noted that the North County Center's location adjacent to a major freeway, and near various modes of public transportation, will offer high visibility and convenient access to groups who might not be expected to attend classes at a less convenient location. To further this process, the State University will provide for the widest possible dissemination of information on educational opportunities available at the Center and ultimately, at the campus. Orientation sessions will be specifically provided to minority and women students at the area's community colleges who may wish to attend the campus.

Another concern is retention, and the State University indicated that it will provide, through its Educational Opportunity Program, a full array of counseling, tutoring, testing, and financial aid advising. It also intends to offer language programs, ethnic studies programs, and educational programs designed to train those who will become teachers in various ethnic communities. In its feasibility study for the

DISPLAY 30 Existing, Projected, and Possible Academic Programs for a Possible Full-Service Campus in North San Diego County

Program	Existing Program	1989-92	Projected 1993-98	Possible Program
Art (core program) ¹				BA-MA
American Studies	BA			
Anthropology (Core Program)				BA
Biology (core program)		BS	MS	
Business Administration	BS	MBA-MS		
Chemistry (core program)		BS	MS	
Child Development				BS
Computer Science		BS	MS	
Counseling		MS		
Criminal Justice Administration				BS
Drama (core program)				BA-MA
Economics (core program)		BA		
Education	MA			
English (core program)		BA		
Ethnic Studies				BA
Food and Nutrition				BS-MS
Geography (core program)				BA
Geology (core program)				BS
History (core program)				BA
Industrial Technology				BS
Journalism				BA
Liberal Arts			MA	
Liberal Studies	BA			
Linguistics				BA
Mathematics (core program)				BS-MS
Mechanical Engineering ²				BS
Music				BA-MA
Nutritional Science				MS
Occupational Therapy				BS
Physical Education				BA-MA
Physical Science		BA		
Physical Therapy				BS
Physics (core program)				BA-BS-MA-MS
Political Science (core program)				BA
Psychology (core program)	BA			MS
Public Administration	BA		MPA	
Radio-Television		BS	MA	BA
Recreation				BA
Rehabilitation Counseling			MS	
Social Sciences	BA			
Social Work	MSW			
Sociology (core program)		BA	MA	
Spanish (core-foreign language)		BA		
Speech Communication (core pgm)				BA

1 Core programs are programs wherein need and demand should not be the pre-eminent criteria for offering undergraduate programs. In evaluating these undergraduate programs, qualitative criteria regarding program integrity should be paramount. From CSU, Report of the Project Team on Academic Programs, 1979, page 64

2 CPEC policy currently precludes new engineering programs at new campuses. Inclusion of the program here is to indicate an expression of interest.

Source: California State University, 1988

proposed campus, the State University indicates that the only change from its program description for the North County Center is that the services will be expanded to accommodate the increased numbers of students expected to enroll at the full-service campus

The question of nomenclature

Although it is not one of the Commission's criteria for reviewing proposals for new campuses, the Commission is required by the *Education Code* to offer its approval for the use of the name "University" at any campus of the State University system. Specifically, four Code sections apply

Section 89032 (a) Criteria for including the words "state university" in the name of any of the particular institutions designated in Section 89001 shall be jointly developed and approved by the Trustees of the California State University and the California Postsecondary Education Commission (b) Whenever the term "state university" is used in any provision of law, it shall be interpreted to refer to either a state college or a state university unless the context requires that it not be so interpreted

Section 89033 The name of any particular institution named in Section 89001 may be changed to read "California State University, ____," or "____ State ____" (College or University, as the case may be), except that the institutions named in subdivisions (a), (b), (d), (e), (g), (h), and (p) of Section 89001 shall be changed to read "San Jose State University," "San Francisco State University," "Humboldt State University," "San Diego State University," "California Polytechnic State University, San Luis Obispo," "California State Polytechnic University, Pomona," and "Sonoma State College," respectively. However, the term "university" may be used in the name of a particular institution only after affirmative action by the trustees and the California Postsecondary Education Commission after consideration of the criteria developed pursuant to Section 89032

Section 89033 1 Notwithstanding the change in the name of "California State University and Colleges" to "California State University," the term "university" may be used in the name of a particular institution only after the institution satisfies the criteria for state university status developed pursuant to Section 89032 and is approved for state university status by the Trustees of the California State University and by the California Postsecondary Education Commission

Section 89034 The designation of the California State University and the authority vested in the trustees to select and change the name of any institution of higher education in the California State University shall not be construed to contravene or conflict with the provisions of Section 66608

Two other Code sections, 66608 and 89001, are referenced. The first outlines the State University's basic functions under the Donahoe Act, the second lists the institutions that comprise the State University system

During the late 1960s and early 1970s, a major legislative battle was fought over the proposal to change the name of what was then the "California State Colleges" to the "California State University." In 1971, a compromise was reached whereby the system would be called the "California State University and Colleges," with individual campuses using either the name "University" or "College." For those campuses not designated "University" in the original list of changes approved in *Education Code* Section 89033, a process was established whereby individual institutions would have to meet certain criteria mutually agreed upon by the Trustees and the Postsecondary Education Commission. These included such indicators of "university" status as the size of the institution, the size of the graduate program, the breadth of degree program offerings, and academic quality measured by the number of national professional accreditations and the percentage of the faculty holding the doctorate. Individual name changes had to be approved by both the Trustees and the Commission.

At the time the name change legislation was considered, there was a great concern that the change of name might imply, or encourage, a change in function as well, and that pressure might build for the

acceptance, and funding, of doctoral programs and a major research function into the State University's mission. It was for that reason that Section 89034 was specifically added to prohibit any change in the historic "differentiation of function" concept that has characterized California higher education since the 1960 *Master Plan*.

Almost immediately after passage of this legislation, the names of 14 "State Colleges" were changed, six as a direct result of Section 89033, and eight others by Trustee and Commission action. Over the succeeding 15 years, the remaining five campuses were all given the university designation -- the last, Bakersfield, in December 1987. Also, the system-wide name was changed in 1983 by deleting the "and Colleges" from "California State University."

If a full-service campus in San Marcos becomes a reality in 1995 or later, a nomenclature decision will have to be made. Under the requirements of the above quoted *Education Code* sections, it would have to be called San Marcos State College, California State College, San Marcos, or something similar, but the term "university" could not be employed in its

official title unless the *Education Code* is changed to permit it.

In discussions with State University officials, it is clear that they would prefer to call the San Marcos campus a "University" from the moment it admits lower-division students, even though it might not meet the criteria agreed to by the Trustees and the Commission in 1972. To do otherwise might actually create something of an anomaly, since the system no longer uses the term "and Colleges" and because all of the other 19 campuses in the system now employ the "University" designation. In addition, in the 15 years since the name-change legislation was approved, there has been no change in the State University's mission and function, a fact that seems to negate the earlier fears that produced Section 89034. At this point, there do not appear to be any cogent reasons for continuing the approval process specified in the Code, nor to deny use of the term "University" for San Marcos should the Trustees decide that that is appropriate. To do otherwise may do nothing more than to preserve an artifact from a more suspicious age.

3

Conclusions and Recommendations

THE proposal to establish a full-service campus in San Marcos comes to the Commission at this time as the result of language contained in the 1987 Budget Act that the State University should perform "an analysis of the feasibility of establishing a full-service campus at this site (San Marcos)," and that "if it is determined that a full-service campus is not to be established at this location, the additional property acquired to accommodate a full-service campus shall be declared surplus and sold" (Chapter 135, Statutes of 1987, Item 6610-301-782[3] and "Provisions" Section 3)

In its previous report on the San Marcos Center (CPEC, 1987a), the Commission discussed the possibility of the center becoming a campus, and recommended that "if the State University considers it appropriate to convert the North County Center into a comprehensive campus, it shall submit a complete justification for that change to the Commission at least two years in advance of the proposed conversion date." That recommendation envisioned a planning schedule that would have brought a proposal for a full-service campus to the Commission early in the 1990s, a time that would have meshed well with the Commission's long-range planning project that is due for completion in late 1989 or early 1990. Because of the budget language, however, both the State University and the Commission have accelerated their planning for the full-service campus in San Marcos.

The Commission's long-range planning study is endeavoring to provide a comprehensive analysis of demographic trends, an assessment of the need for additional facilities in specific regions throughout the State, the resource needs of existing campuses and centers in all segments of higher education, and the ability of the State to provide the requisite support and capital outlay financing in all areas. In the face of the Gann expenditure limitation and the recent passage of Proposition 98, which redirects resources to the public schools, this last issue assumes considerable stature in the planning process.

At the same time that the long-range planning study proceeds, the Commission is also faced with its historic statutory responsibility to review specific proposals for new campuses and off-campus centers on their own merits, within the constraints of both existing State policy on admissions and access, and its own *Guidelines and Procedures*. The San Marcos proposal impacts on both responsibilities and creates an apparent dilemma, although one that is not without precedent in California's experience.

An analog to the current situation occurred in the late 1950s. In 1955, for example, the Legislature approved three Assembly bills, two Senate bills, five Assembly resolutions, four Senate concurrent resolutions, and one Assembly concurrent resolution, all dealing with the establishment of new campuses. In 1957, four bills were passed to establish new State College campuses, and in 1959, no less than 23 bills, three resolutions and two constitutional amendments were introduced either to establish new campuses or to study the need for them (Master Plan Survey Team, p. 20). As a result, and since no higher education coordinating agency existed in California at the time, the Legislature acted to delay passage of any legislation until a long-range plan was established, and to do so, it approved Assembly Concurrent Resolution No. 88, which established the Master Plan Survey Team and led eventually to the *Master Plan for Higher Education in California, 1960-1975*.

Today, a similar environment of legislative and segmental activity confronts the Commission. All three segments are currently proposing new campuses or centers. The State University proposals already noted, the Livermore off-campus center of the South County Community College District has been approved by the Board of Governors for conversion to full campus status, University of California President David Gardner suggested in October that there is a need for three new campuses in that segment, and in November, the Regents directed him to proceed with planning. For these three new campuses,

the University estimates a cost of approximately \$900 million. In addition to these new proposals, the segments have requested massive capital outlay appropriations in the 1989-90 Budget Act, mostly for the expansion or renovation of facilities on existing campuses. These requests total \$643 million, more than double the funding available for that year from the recently approved bond issue.

To address this dilemma, the Commission has drawn a legitimate distinction between its statutory responsibility to make recommendations on specific proposals within the context of the criteria discussed in Part Two of this report, and its more general role of providing advice to the Governor and the Legislature on broad questions of educational policy. Accordingly, this report has concerned itself primarily with the "feasibility," the term used in the 1987 Budget Act language, of establishing a full-service campus in northern San Diego County. It has not attempted to comment on the general priorities of capital outlay funding for this or other new or existing campuses, since that subject is better subsumed under the long-range planning study. When that study is completed early in 1990, the Commission will offer its views on the proper priority occupied by the San Marcos campus in the funding requests for all campuses in each of the three public segments. Until that time, the Commission is recommending that final approval for capital funding for the San Marcos campus be deferred. This should have no effect on appropriations already approved or requested by the Trustees for the permanent San Marcos Center, as that facility was fully approved by the Commission prior to the inception of its long-range planning effort.

Concerning the criteria contained in the *Guidelines and Procedures*, the Commission is persuaded that all of the criteria have been satisfied, as indicated specifically in the conclusions on pages 51 and 52, and that San Marcos should therefore be approved unconditionally as the State University's twentieth campus. A corollary to this conclusion responds to the 1987 Budget Act language, and includes a recommendation that none of the property recently purchased by the State University for the San Marcos Center be sold. There is no question in the Commission's mind that northern San Diego County has a definite ultimate need for a new campus, and that the 302 acres currently set aside for that purpose will be required at some time in the future.

A remaining question concerns the possible consequences a funding delay could have on the State University's ability to provide educational services to northern San Diego County residents, for if it can be demonstrated that access will be denied, then such a delay may be unwise. In this case, the Commission is persuaded that such a denial will not occur.

As noted on page 8 of this report, substantial funds have already been appropriated to purchase the Prohoroff Ranch site and to provide for master planning, site development, and infrastructure for the permanent off-campus center. The Trustees' current plans call for additional appropriations in the amount of \$34.0 million in 1989-90 and \$6.6 million in 1991-92 to construct and equip two buildings for that center. In this regard, the appropriation for infrastructure assumes that the off-campus center will eventually grow into a full-service campus. These appropriations are phased on a four-year schedule beginning in 1988-89 and continuing through 1991-92, with no appropriations in 1990-91, since the 1989-90 construction appropriation covers a two-year period. The Commission assumes that both buildings will be funded by the Governor and the Legislature.

To convert to a campus, one or two additional buildings will probably be required initially, and if the planned conversion date is Fall 1995, the Trustees should request planning and working drawings in 1991-92, construction funds in 1992-93, and equipment funds in 1994-95. This schedule would correspond to the capital outlay planning schedule for the permanent center, and is such that, should a policy be established that no capital outlay funds for the campus be appropriated prior to completion of the long-range planning study, no delay in the Trustees' conversion date of Fall 1995 would occur.

There is a possibility, of course, that the Trustees may seek to begin the capital outlay process earlier, and request planning and working drawing funds in 1990-91. Should this occur, a policy that no capital outlay funds be appropriated until after the Commission has completed its long-range planning work could still leave the Trustees' schedule undisturbed. In the past, several proposals have been included in the Governor's budget with the condition that the funds not be released until the project in question has been approved by the Commission. Given the schedule for the long-range planning project, there is

no reason why the 1990-91 date, should the Trustees decide to begin early, could not be met

Another possibility is that delays in either the appropriation or construction process might occur, thus pushing the opening date of the campus back to Fall 1996. Should that occur, the question arises of whether students in San Diego County would be denied educational services. This should not be a problem. Given prior approval of the permanent center, there is no question of serving upper-division and graduate students, since the current enrollment projections for the permanent center are not significantly different from those for the campus. There should be no difficulty accommodating lower-division students at MiraCosta and Palomar Colleges in the immediate area.

A further reason for delaying capital outlay appropriations is that the enrollment projections developed by the State University and the Department of Finance are not as firm as they should be, and probably will be in the near future. These projections are based on the currently outdated Series 6 forecast developed by the San Diego Association of Governments (SANDAG). SANDAG is currently working on the Series 7 forecast, and estimates that its new projections, arrayed by age group, will be available in the Spring of 1989. Based on a preliminary release of the aggregate totals for the North County area, it seems probable that the Series 7 projections will show greater population growth than indicated by the Series 6 forecast, on which the enrollment projections contained in this report are based.

In addition to the SANDAG timing problem, the State University's current projections extend only to the year 2000, with a rough estimate for the year 2020. Such a procedure was necessary, given the fact that the SANDAG Series 6 forecast constitutes the only data available for the North County area, and because it ends in 2000. The new projections will extend to 2010. Further, after 2000, and possibly even a few years before, there is a good argument for changing the participation rates to a broader base. In the current report, participation rates for five of the system's six smallest campuses were used because those campuses meshed well with the projected size of the San Marcos campus. As the campus grows, however, and given the explosive population growth in the north county it well could, it may be well to assume more broadly based participation

rates, possibly those for medium sized campuses or for the entire system.

A further problem concerns the adjustment for students coming to the campus from outside of the immediate service area. The State University's estimates put that number at 15 percent, even though the statewide average for State University campuses is closer to 35 or 40 percent. For the present, this is appropriate, for it must be assumed that the campus will not draw extensively from outside the area until it becomes better known and is given time to establish its academic reputation. The State University assumed, in its 2020 projection, that enrollment by students outside the area will equal the averages for San Diego State University and California State University, Fullerton (a combined rate of 37 percent), but that still leaves open the question of what may happen between 2000 and 2020. With more current data for at least the years 2000 to 2010 supplied by SANDAG, it may be advisable to make adjustments from the 15 percent figure to a number closer to the statewide average after the year 2000.

For all of these reasons, a brief delay in the final approval for capital outlay funding for the campus appears to be prudent. Such a delay will permit the development of more precise enrollment projections, will allow time for the Commission to complete its long-range planning study, and will almost certainly leave the planned Fall 1995 opening date unchanged.

The Commission's general and specific conclusions follow.

General conclusions

1. State University's planning effort for what may become its twentieth campus has been commendable. It has built strongly on the earlier efforts that led to the Commission's approval of the permanent North County Center, and has been diligent in consulting extensively with members of the local community, the area's Community Colleges, the University of California, and various State agencies including the Commission. While some concern might be expressed about the University of San Diego's (USD) opposition to the project, it appears that the State University has

gone as far as prudence demands, and likely that a stable independent institution such as USD will not be adversely affected

- 2 Because of the State University's excellent planning effort, and the evident need for an additional campus in northern San Diego County, the Commission concludes that San Marcos should be approved as the twentieth campus of the California State University system. Parallel to this conclusion, and in response to the 1987 Budget Act language, is the additional conclusion that all of the 302 acres of land at the Prohoroff Ranch site in San Marcos will eventually be needed for the campus and that none of the property should therefore be sold.
- 3 The issues surrounding expansion in all three segments of California higher education are similar to those experienced in the late 1950s that led to the creation of the *Master Plan for Higher Education in California* and the Donahoe Higher Education Act. A major difference between the 1950s and the 1990s, however, is that the State has fewer available resources, as well as greater obligations, than it did 30 years ago, and consequently may have greater difficulty funding a major expansion in higher education facilities. Because of both the similarities and the differences, the Commission's long-range planning study assumes a special importance, and leads to the conclusion that capital outlay funds specifically directed to the establishment of new campuses and off-campus centers -- other than those for which working drawings, construction, or equipment funds have already been appropriated or requested -- should not be approved until after the long-range planning effort has been completed.
- 4 A very large array of data and information has been accumulated relative to the State University's proposal to convert the permanent San Marcos Center to a full-service campus. These include population and enrollment projections, academic plans and programs, a consideration of alternatives, and an extensive amount of planning for both the permanent off-campus center and the permanent campus. So persuasive are these data that the Commission is convinced that, regardless of the outcome of the long-range

planning study, the San Marcos campus will occupy a high priority in the State's future expansion plans.

- 5 Questions remain concerning the viability of the enrollment projections that are based on data due to be updated in the Spring of 1989. For that reason, and because well-defined enrollment projections are crucial to a consideration of capital outlay planning, the Commission reiterates the need to delay capital appropriations for the new San Marcos campus.
- 6 A one-year delay, until early 1990, in approving capital outlay appropriations for the San Marcos campus will not unduly limit or restrict the State University's ability to provide quality educational services to the northern region of San Diego County. In all probability, delaying a final authorization for capital outlay appropriations until early in 1990 will not unduly disrupt current planning schedules or the phasing of capital outlay requests. The first request for capital funding for the campus -- a request that will be limited to planning and working drawings -- should not be required prior to the 1991-92 fiscal year, over a year after completion of the Commission's long-range planning project. Should the Trustees decide to request funds as early as 1990-91, there is ample precedent for conditioning release of those funds on Commission approval. Such a condition would also leave the schedule undisturbed.
- 7 Should unforeseen delays in the capital outlay appropriation or construction process delay the opening date of the San Marcos campus from Fall 1995 to Fall 1996, a sufficient array of educational services will still exist in the North County area to provide for the education of all qualified students. Lower-division students can continue to be accommodated at MiraCosta and Palomar Colleges, with upper-division and graduate students attending the previously approved permanent off-campus center.
- 8 The State University should continue to plan for the San Marcos campus, and the Governor and the Legislature should support those planning efforts.

Specific conclusions

- 9 The population and enrollment projections developed by the California State University and the Population Research Unit of the Department of Finance, although of a preliminary nature pending publication of the Series 7 forecast by the San Diego Association of Governments, appear to be large enough to justify the establishment of a new campus in northern San Diego County. The enrollment projections indicate a service demand of 4,379 full-time-equivalent students in 1995-96 and about 5,000 by the year 2000, a level that is larger than the enrollments at three existing State University campuses, and about the same size as three others. Due to the need to phase enrollments, however, the campus is expected to open with 2,743 full-time-equivalent students in Fall 1995, growing to 4,820 in the year 2000. The first criterion of the Commission's *Guidelines and Procedures* has therefore been satisfied.
- 10 Although statewide enrollment demand through 2010 indicates that the 19 existing campuses could be expanded, within master plan limitations, to accommodate total enrollment demand, the State University has presented a case for regional growth in the San Diego area sufficient to satisfy the requirements of Criterion 5.
- 11 Within the context of its own segment, the State University has considered all reasonable alternatives to the establishment of the San Marcos campus in a thorough manner. These include the expansion of existing off-campus centers, the expansion of existing campuses, and the increased utilization of existing campuses. All of these alternatives were rejected for three primary reasons, first that the enrollment demand is too great to be housed in one or more off-campus facilities, second that the service area is too isolated from campuses with expansion potential, and third that the only available campus in the region, San Diego State University, has already reached its master plan limit of 25,000 full-time-equivalent students.
- 12 Concerning consultation with, and possible impacts on, other institutions, the State University has engaged in a comprehensive planning process that has involved all affected members of the community, including other public and independent institutions in the area. Strong local and regional interest has been expressed from a wide variety of interested individuals and groups, and enrollments at both the University of California and the local Community Colleges have been fully considered in the development of the enrollment projections. The sole objection to the proposal, from the University of San Diego, has not persuaded the Commission to reject the San Marcos campus, since that independent institution has a stable enrollment, because it could not accommodate the enrollment growth projected for the region, and because many students in need of services cannot afford the much higher tuition and fees charged by that or other independent institutions.
- 13 With regard to program description and justification, the State University presented its best estimate of a program configuration through 1998. In addition, a complete program description for the San Marcos Center was presented and approved by the Commission in 1987. At this stage of the planning process, it is not reasonable to expect the State University to be able to present a complete program description for the new campus, principally because that program array will be determined by the new campus's administrators and faculty, who are not yet in place. Accordingly, it is reasonable only to expect that, as planning proceeds, the State University will keep the Commission advised concerning changes in the programs proposed for the new campus.
- 14 The physical, social, and demographic characteristics of the north San Diego County region were described at considerable length in the Commission's previous reports on the San Marcos Center, and have not changed since that time. Consequently, Criterion 11 is considered to be satisfied by reference to the earlier reports.
- 15 In its follow-up report on the San Marcos Center, the State University submitted a comprehensive report on the ways in which it intended to facilitate access for disadvantaged students. In its report on the San Marcos campus, this report was expanded further to include a description of how the campus would facilitate not only access, but retention. The Commission regards these

statements of intent to be adequate to fulfill the requirements of Criterion 12

- 16 There is no longer any persuasive reason to continue the practice of Commission approval of changes in the names of individual State University institutions from "College" to "University." Accordingly, it is the Commission's judgment that those *Education Code* sections requiring such approval be repealed following final approval of the proposal, and that the San Marcos campus, should it be approved by the Governor and the Legislature, commence operations as "California State University, San Marcos" or such other name as the Trustees alone shall determine

Recommendations

Based on the above conclusions, the Commission offers the following recommendations

1. The California State University's proposal to convert the San Marcos Center to a full-service campus should be approved. Lower division students should be admitted no earlier than the Fall of 1995.
2. Master planning for the San Marcos campus should continue without interruption, with sufficient funds appropriated to provide for that purpose.
3. Capital outlay appropriations for the North County Center should continue to be considered fully approved by the Commission.
4. The opening enrollment projections for the San Marcos campus, currently listed at 2,743 full-time-equivalent students for the 1995-96 academic year, then growing to 13,374 full-time-equivalent students in 2020-21, should be considered preliminary. The State University should submit to the Commission and to the Population Research Unit of the Department of Finance a supplemental report revising those projections, if revisions are deemed to be necessary, based on the San Diego Association of Governments "Series 7" forecast, to be released in the Spring of 1989. This report should be submitted no later than October 1, 1989.
5. The Governor and Legislature should repeal Education Code Sections 89032, 89033, 89033.1, and 89034 relating to the process by which the names of individual campuses of the California State University are changed from "College" to "University." At the same time, through a clear statement of intent the Legislature should indicate that such repeal is not intended to contravene the provisions of Section 66608, which specifies the State University's mission and function under the Master Plan and the Donahoe Act.

The Commission recommends that the Governor and the Legislature support appropriations for continued planning for the San Marcos campus. However, the Governor and Legislature should take into account the Commission's long-range statewide plan as they appropriate future capital outlay funds for the San Marcos campus beyond the 1989-90 budgeted appropriations.

Appendix A

Guidelines and Procedures for Review of New Campuses and Off-Campus Centers

NOTE The following material is reproduced from Report 82-34 of the California Postsecondary Education Commission, which the Commission adopted on September 20, 1982

Preface

It has been many years since a new campus was authorized for either the University of California or the California State University, and it is not anticipated that any will be proposed in the immediate future. In the past five years, the only authorized new campuses have been Orange County Community Colleges. Off-campus centers, however, continue to be proposed from time to time, and it is probable that some new centers will be offered for Commission review and recommendation in the future.

In April of 1975, the Commission adopted policies relating to the review of new campuses and centers, and revised those policies in September of 1978. The purpose was to provide the segments with specific directions whereby they could conform to two *Education Code* sections. The first of these directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and the Governor on the need for and location of these new campuses and centers (*Education Code* 66903). The second states the Legislature's intent that no funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments be authorized without the Commission's recommendation.

The 1975 document -- and the 1978 revision -- outlined the Commission's basic assumptions under which the guidelines and procedures were developed, and specified the proposals subject to Commis-

sion review, the criteria for reviewing proposals, the schedule to be followed by the segments when they submit proposals, and the required contents of "Needs Studies." As experience was gained with the guidelines, it became clear that some confusion was generated by this format, and that some instructions appeared to be ambiguous or difficult to interpret. In addition, there was the problem of applying the guidelines to operations that had been started totally with non-State funds -- especially Community College off-campus centers initiated solely with local money -- a distinction of considerable substance prior to passage of Proposition 13, but less meaningful thereafter. In several cases, doubt arose as to whether an existing center had been previously recommended by the Commission or "grandfathered" in by being initiated before the guidelines were adopted. In other cases, although the Commission was notified, it took no action because no State money was involved or anticipated. When State funds were later requested, some districts acquired the mistaken impression that a favorable recommendation had been secured, and were surprised to learn that they had to participate in an extended review process with no assurance that State funds would be approved.

The purpose of this document is to resolve the questions and ambiguities surrounding the original (1975) and updated (1978) guidelines. To that end -- although large sections remain virtually unchanged -- three major revisions are included:

1. The original guidelines stated that the Commission would review new off-campus centers "that will require either State or local funding for acquisition, remodeling or construction, and/or (2) those planned for use for three or more years at a given location, and which (a) will offer courses in two or more certificate and/or degree pro-

grams, and/or (b) will have a headcount enrollment of 500 or more "

The revised guidelines included in this document specify the need for review and recommendation only for operations "that will require State funding for construction, acquisition, remodeling, or lease. Those operations involving no State funds may be considered by the Commission for review and recommendation, but are reported primarily for inventory purposes." The location, program, and enrollment criteria are removed from the guidelines, leaving State funding the sole condition for requiring the Commission's recommendation. Review requirements for centers that have been in existence for several years at the time State funds are requested are specified below

- 2 The original guidelines contained both "Criteria" for reviewing new proposals and a section entitled "Content of Needs Study" that was largely repetitive. In this document, the latter section has been subsumed under an expanded "Criteria" section
- 3 The time schedules in the original guidelines and procedures were inconsistent between the four-year segments and the Community Colleges. This revision attempts to make the schedules more consistent for all segments

Without question, the most difficult problem surrounding the Commission's role in the review of new campuses and off-campus centers concerns operations started without State money but needing State money at a later date. Obviously, it is impossible to ignore the fact that such operations exist, but at the same time, the Commission cannot allow prior existence to constitute a higher priority for State funds than would be accorded a proposal for a completely new facility. Were existing campuses and centers given such a priority, it could encourage the segments to "seed" new operations from non-State sources on the assumption that State money could be obtained more easily later. Accordingly, the Commission must regard any request for State funds, whether for an existing or new campus or center, as being applicable to a new operation. Thus, while these guidelines and procedures require Commission review and recommendation only for State-funded operations, the Commission stron-

gly suggests that any segment anticipating the need for State funds later take steps to secure the Commission's favorable recommendation at the earliest possible time. If such steps are taken, it should be possible to avoid denying funds to an existing center

Although these guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission. This invitation to the independent segment was first extended by the Commission on April 14, 1975, at the time these guidelines and procedures were first approved. A similar invitation was extended on March 17, 1980, with respect to degree programs to be offered at off-campus locations (*Degrees of Diversity: Off-Campus Education in California*, California Postsecondary Education Commission Report No. 80-5, p. 100)

Assumptions basic to the development of guidelines and procedures for Commission review of proposals for new campuses and off-campus centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers

- The University of California and the California State University will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice
- The University of California plans and develops its campuses on the basis of statewide need
- The California State University plans and develops its campuses on the basis of statewide needs and special regional considerations
- The California Community Colleges plan and develop their campuses and off-campus centers on the basis of open enrollment for all students cap-

able of benefiting from the instruction and on the basis of local needs

- Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities are established by the governing boards of Community College districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California. These capacities are subject to review and recommendation by the Commission.

Proposals subject to Commission review

New campuses

The Commission will review proposals for all new campuses of the University of California, the California State University, and the California Community Colleges.

New off-campus centers

For the purposes of this section, "State funds" are defined as any and all monies from State General Fund appropriations and/or property tax revenues.

University of California and California State University The Commission is concerned with off-campus educational operations established and administered by a campus of either segment, the central administration of either segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees, and which will require State funding for construction, acquisition, remodeling, or lease. Those that involve funding from other than State sources may be considered by the Commission for review and recommendation, but need

be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs* (Education Code Sec. 66903[13]).

California Community Colleges The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and universities sponsored wholly or in part by either of the above. Operations to be reported to the Commission for review and recommendation are those that will require State funding (as defined above) for construction, acquisition, remodeling, or lease. Those operations not involving State funds may be considered by the Commission for review and recommendation, but need be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs*.

Consortia When a consortium involves more than one public segment, or a public and the independent segment, one of those segments must assume primary responsibility for presenting the proposal to the Commission for review.

All Proposals All off-campus operations must be reported to the Commission, either through the requirements of these guidelines and procedures, or through the *Inventory of Off-Campus Facilities and Programs*. Any off-campus center established without State funds will be considered to be a new center as of the time State funds are requested for construction, acquisition, remodeling, or lease.

Criteria for reviewing proposals

All proposals for new campuses and off-campus centers required by these guidelines to be submitted by any segment of higher education in California must include a comprehensive "Needs Study." This study must satisfy all of the criteria specified below, and will constitute the basis for the Commission's evaluation of proposals. As noted in the Preface, all first-time requests for State funds will be considered as applying to new operations, regardless of the length of time such campuses or centers have been in existence.

Criteria for reviewing new campuses

- 1 Enrollment projections should be sufficient to justify the establishment of the campus. For the proposed new campus, and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrollment projections must be included in any needs study.
- 2 Alternatives to establishing a campus must be considered. These alternatives must include (1) the possibility of establishing an off-campus center instead of a campus, (2) the expansion of existing campuses, and (3) the increased utilization of existing campuses.
- 3 Other segments, institutions, and the community in which the campus is to be located must be consulted during the planning process for the new campus. Strong local or regional interest in the proposed campus must be demonstrated.
- 4 Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.
- 5 Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
- 6 Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses. If district enrollment does not exceed the planned enrollment capacity of existing district campuses, compelling local needs must be demonstrated.
- 7 The establishment of a new University of California or California State University campus must take into consideration existing and projected enrollments in the neighboring institutions of its own and of other segments.
- 8 The establishment of a new Community College campus must not reduce existing and projected enrollments in adjacent Community Colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.
- 9 Enrollments projected for Community College campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance [ADA] two years after opening).
- 10 The programs projected for the new campus must be described and justified.
- 11 The characteristics (physical, social, demographic, etc.) of the location proposed for the new campus must be included.
- 12 The campus must facilitate access for the economically, educationally, and socially disadvantaged.

Criteria for reviewing new off-campus centers

- 1 Enrollment projections should be sufficient to justify the establishment of the new off-campus center. Five-year projections must be provided for the proposed center, with enrollments indicated to be sufficient to justify its establishment. For the University of California and the California State University, five-year projections of the nearest campus of the segment proposing the center must also be provided. For the Community Colleges, five-year projections of all district campuses, and of any other campuses within ten miles of the proposed center, regardless of district, must be provided. When State funds are requested for an existing center, all

previous enrollment experience must also be provided Department of Finance enrollment estimates must be included in any needs study

- 2 The segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives to establishing the center This analysis must include (1) the expansion of existing campuses, (2) the expansion of existing off-campus centers in the area, (3) the increased utilization of existing campus and off-campus centers, and (4) the possibility of using leased or donated space in instances where the center is to be located in facilities proposed to be owned by the campus
- 3 Other public segments and adjacent institutions, public or private, must be consulted during the planning process for the new off-campus center
- 4 Programs to be offered at the proposed center must meet the needs of the community in which the center is to be located Strong local or regional interest in the proposed facility must be demonstrated
- 5 The proposed off-campus center must not lead to an unnecessary duplication of programs at neighboring campuses or off-campus centers, regardless of segment or district boundaries
- 6 The establishment of University and State University off-campus centers should take into consideration existing and projected enrollment in adjacent institutions, regardless of segment
- 7 The location of a Community College off-campus center should not cause reductions in existing or projected enrollments in adjacent Community Colleges, regardless of district, to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions
- 8 The proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served
- 9 The programs projected for the new off-campus center must be described and justified
- 10 The characteristics (physical, social, demograph-

ic, etc) of the location proposed for the new off-campus center must be included

- 11 The off-campus center must facilitate access for the economically, educationally, and socially disadvantaged

Schedule for submitting proposals for new campuses and off-campus centers

The basic intent of the time schedule for submitting proposals to establish new campuses and off-campus centers is to involve Commission staff early in the planning process and to make certain that elements needed for Commission review are developed within the needs study described previously in these guidelines and procedures

The schedules suggested below are dependent upon the dates when funding for the new campus or off-campus center is included in the Governor's Budget and subsequently approved by the Legislature Prior to the date of funding, certain events must occur, including

- 1 A needs study to be authorized and conducted with notification to the Commission,
- 2 District and/or system approval of the proposed campus or off-campus center,
- 3 Commission review and recommendation,
- 4 Budget preparation by segmental staff,
- 5 Segmental approval of the budget,
- 6 Department of Finance review for inclusion in the Governor's Budget,
- 7 Consideration by the Legislature, and
- 8 Signing of the budget bill by the Governor

Specific schedules are suggested below for all proposals for new campuses and off-campus centers requiring State funds for construction, acquisition, remodeling, or lease As noted previously, however, the Commission may review proposals for new campuses and off-campus centers, regardless of the source of funding This may require revisions in the

suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

Schedule for new campuses

University of California and California State University

- 1 Needs study authorized by the Regents of the University of California or by the Trustees of the California State University, with notification to the Commission (30 months before funding)
- 2 Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding)
- 3 Regents or Trustees approve new campus (18 months before funding)
- 4 Approval review by the California Postsecondary Education Commission (17-15 months before funding)
- 5 Budget preparation by segmental staff (14-11 months before funding)
- 6 Budget approval by Regents or Trustees (10 months before funding)
- 7 Review by the Department of Finance (9-7 months before funding)
- 8 Consideration by the Legislature (6-0 months before funding)
- 9 Funding

California Community Colleges

- 1 Needs study authorized by the local district board with notification to the Board of Governors and the Commission (32 months before funding)

- 2 Needs study conducted by the district staff with appropriate participation by staff from the Board of Governors and the Commission (31-21 months before funding)
- 3 Local board approves campus (20 months before funding)
- 4 Approval review by the Board of Governors (19-18 months before funding)
- 5 Approval review by the California Postsecondary Education Commission (17-16 months before funding)
- 6 Budget preparation by the Board of Governors' staff and the Department of Finance review (15-3 months before funding)
- 7 Consideration by the Legislature (3-0 months before funding)
- 8 Funding

Schedule for new off-campus centers

University of California and California State University

- 1 Needs study authorized by the segment with notification to the Commission (12 months before funding)
- 2 Needs study conducted by segmental staff with appropriate participation by Commission staff (11-9 months before funding)
- 3 Regents or Trustees approve new off-campus center (9 months before funding)
- 4 Review by the California Postsecondary Education Commission (8-6 months before funding)
- 5 Budget preparation by segmental staff (8-6 months before funding)
- 6 Review by the Department of Finance (6-3 months before funding)
- 7 Consideration by the Legislature (3-0 months before funding)

8 Funding

California Community Colleges

- 1 Needs study authorized by local district board with notification to the Board of Governors and the Commission (18-16 months before funding)
- 2 Needs study conducted by district staff with appropriate participation by staff from the Board of Governors and the Commission (15-13 months before funding)
- 3 Local board approves off-campus center (12-11 months before funding)
- 4 Needs study submitted to the Board of Governors (9 months before funding)

- 5 Approval review by the Board of Governors (9 months before funding)

- 6 Needs study submitted to the California Postsecondary Education Commission (8 months before funding)

- 7 Approval review by the California Postsecondary Education Commission (8-6 months before funding)

- 8 Budget preparation by the Board of Governors and review by the Department of Finance (6-3 months before funding)

- 9 Consideration by the Legislature (3-0 months before funding)

- 10 Funding

Appendix B

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD - CHICO - DOMINGUEZ HILLS - FRESNO - FULLERTON - HAYWARD - HUMBOLDT
POMONA - SACRAMENTO - SAN BERNARDINO - SAN DIEGO - SAN FRANCISCO - SAN JOSE



LONG BEACH - LOS ANGELES - NORTHridge
SAN LUIS OBISPO - SONOMA - STANISLAUS

OFFICE OF THE CHANCELLOR
(213) 590-5515

September 26, 1986

Dr. William H. Pickens, Director
California Postsecondary Education
Commission
1020 12th Street
Sacramento, CA 95814

Dear Bill:

I am pleased to transmit formally to you a proposal to establish on a permanent basis the San Diego State University, North County Center, on a State-owned site in San Marcos. It is anticipated that an initial complement of facilities will be placed on that site as soon as practicable.

The proposal demonstrates the ways in which the proposed permanent center meets the criteria approved by the CSU Board of Trustees in January 1986, and as accepted by the Commission in June 1986. These new criteria were called for in 1985 legislation, specifically SB 1060, SB 1103 and SB 785.

We have endeavored to keep you informed of the step-by-step process we have followed in, first, assessing the educational needs and demographic trends of North County; second, determining the potential need for a permanent site; third, advertising for and evaluation of sites; and, fourth, beginning discussions which are intended to lead to possible purchase by the State of a specific site.

In the CSU 1987-88 capital outlay request, funds are being sought to enable site purchase. Initial facility planning funds are being requested, as well as funds to support initial program planning efforts.

The California Postsecondary Education Commission in 1978 endorsed establishment of the North County Center in leased facilities. We are now at a point in the evolution of meeting

Dr. William H. Pickens

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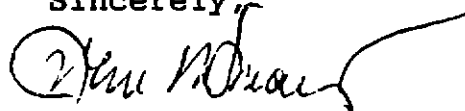
September 26, 1986

the growing needs of the North County San Diego area when the need for permanent facilities on a State-owned site requires consideration and recognition.

We look forward to working with you as the Commission discharges its responsibilities pursuant to Education Code Section 66904.

This office, President Day and the campus staff stand ready to respond to questions you and the Commission may have during your review process.

Sincerely,



John M. Smart
Deputy Provost

JMS:pfz

cc: Dr. W. Ann Reynolds
Dr. Thomas B. Day
Dr. William E. Vandament
Mr. Mayer Chapman
Mr. Harry Harmon
Dr. Richard Rush
Dr. Anthony J. Moye
Dr. Ralph D. Mills

Appendix C

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD CHICO DOMINGUEZ HILLS FRESNO - FULLERTON - HAYWARD HUMBOLDT
POMONA SACRAMENTO SAN BERNARDINO SAN DIEGO - SAN FRANCISCO SAN JOSE



LONG BEACH LOS ANGELES - NORTHRIDGE
SAN LUIS OBISPO SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR
(213) 590-

5501

August 25, 1988

Dr. Kenneth B. O'Brien
Acting Director
California Postsecondary
Education Commission
1020 Twelfth Street, Third Floor
Sacramento, CA 95814-3985

Dear Director O'Brien:

I am pleased to submit for Commission review the enclosed "Report to the Legislature and California Postsecondary Education Commission on the Feasibility of Establishing a Full-Service California State University Campus in North San Diego County".

The conclusions of the Report were reviewed with our Board of Trustees at their July, 1988 meeting. Following the review the Board adopted the following resolution:

Resolved, By the Board of Trustees of the California State University, that the Board accepts and endorses, in principle, the report entitled Feasibility of Establishing a Full-Service Campus in North San Diego County and recommends to the Chancellor that the report be submitted to the California Postsecondary Education Commission and the Joint Legislative Budget Committee as specified in the 1987-88 Budget Act.

We are forwarding the proposal at this time in full awareness of the recently initiated efforts of both the Commission and the State University in the area of long range planning. It is our considered opinion that the case for a campus at San Marcos is sufficiently strong that it would emerge as the top priority item from our long run growth study. To delay the proposal until after the completion of that study would cause an unacceptable interruption in the necessary planning that must be accomplished to bring the campus into existence.

We are aware of the workload pressures on Commission staff. We would, nevertheless, appreciate an early decision on this

Dr. Kenneth B. O'Brien
August 25, 1988
Page 2

item so that we can proceed with the planning activities alluded to above. For example, as noted in the Report, in order to meet the enrollment projection for a full-service campus in the mid-1990's, we will need to begin planning for a second round of buildings in our next budget cycle.

The staff in my office are available to provide any assistance you may require in the review process.

Sincerely,



W. Ann Reynolds
Chancellor

WAR:pg

Enclosure (5 copies)

cc: Vice Chancellors (w/o enclosure)
President Thomas B. Day
Mr. Richard Rush
Dr. Anthony J. Moye
Dr. Frank I. Jewett

A Report to the Legislature

**and the
California Postsecondary Education Commission**

Feasibility of Establishing a Full-Service

California State University Campus

in

North San Diego County

A Report to the Legislature
and the
California Postsecondary Education Commission
on the
Feasibility of Establishing a Full-Service
California State University Campus
in
North San Diego County



Office of the Chancellor
The California State University

Long Beach, California

July 1988

Summary and Conclusions

1. The North County Center (NCC) of San Diego State University started in 1979 in the city of Vista, offering upper division and graduate programs to approximately 150 students. Enrollment has grown to 1,256 students (approx 500 FTE) in Spring of 1988. The center has operated in leased quarters in San Marcos since 1982.
2. Property has been purchased in San Marcos for permanent facilities for the NCC. The scheduled occupancy date is Fall 1992. The initial complement of buildings will provide the center with a capacity of 2,100 FTE students.
3. The present study is in response to Budget Act language requiring a feasibility study for a full-service campus at the NCC site in San Marcos. In format, this study responds to the criteria that the California Postsecondary Education Commission uses in reviewing proposals for new campuses.
4. This study examines population, enrollment, and campus capacity projections at the state and regional levels before turning to a discussion of a campus at the San Marcos site. Based upon Department of Finance projections, California will add approximately 16 million people between 1980 and the year 2020. The CSU system will have to add capacity buildings to accommodate growth of enrollments of approximately 60,000 FTE students in the next 22 years (to 2010).
5. All major population regions of the state are projected to have substantial population growth. All of these regions contain at least one CSU campus. All of the CSU campuses in the regions have expansion potential (capacity to build more buildings) to accommodate enrollment growth except one. San Diego State University, the only CSU campus in the Southernmost region (San Diego and Imperial counties), is at its Master Plan ceiling. It has no expansion potential.
6. A large amount of the population growth in the Southernmost region is in North San Diego County. The San Marcos site for the permanent facilities of the North County Center is located in the middle of this growth area.
7. Projections for a full-service campus at the San Marcos site show an enrollment of over 5,000 FTE (7,300 individual students) in the year 2000. (Of this total, approximately 1,600 are lower division students, 3,200 are upper division, and 2,500 are graduate and postbaccalaureate students.) This projection is based upon participation rates and student workload factors from five of the smaller CSU campuses applied to population projections for the North County Service Area in Northern San Diego County.
8. A full-service campus at the San Marcos site is feasible. If authorized to commence operations in the mid-1990s, such a campus, building upon the North County Center's enrollment foundation, is projected to have an enrollment of 2,800 FTE in 1995 and 5,000 FTE in 2000.

Such a campus is fully justified within the mission of the CSU to provide instruction through the bachelor's and master's degrees. It would serve a large and growing regional population, the bulk of whom, for reasons of family and work commitments, would not otherwise have such an opportunity.

- 9 The San Marcos campus would help reduce enrollment pressures at San Diego State University, which is currently at its Master Plan enrollment ceiling of 25,000 FTE

It appears that the San Marcos campus would have a minor effect upon enrollment at neighboring Community College or University of California campuses. There are two main reasons for this result. First, all campuses in the region will share in the enrollment growth associated with the regional population growth. The effect of the San Marcos campus would be to slow the growth rate of neighboring institutions. Second, the projections for the San Marcos campus, based upon local participation rates at other CSU campuses, are relatively modest through the turn of the century.

The three independent universities in the area were invited to comment on the San Marcos proposal. The University of San Diego expressed concern that a full-service campus at San Marcos would have a negative effect upon their own enrollment. They suggested that an increase in scholarship funding to allow students to attend private institutions would be a preferable alternative.

- 10 A set of "phased growth" FTE projections is provided herein. These projections show how the FTE at the North County Center will grow from where it is now, 500 FTE in 1988 to over 5,000 FTE in the year 2000, based upon development of a full-service campus during the decade of the 1990s. (If this project is approved by the CSU Board of Trustees and CPEC, a set of "phased growth" FTE projections should be adopted by the CSU as enrollment allocations for budget purposes.)

The "phased growth" FTE projections show a need for a second complement of capacity buildings for the campus in 1995. In order for this capacity to be available in 1995, planning for it should begin in 1988.

After making the transition from the North County Center to a full-service campus, San Marcos has the potential in the early part of the 21st century to become a major university, enrolling 15,000 to 20,000 students.

- 11 As a full-service campus, San Marcos will admit lower division, upper division, post-baccalaureate and graduate students. A full range of bachelor's degree programs (approximately 30) and graduate programs through the master's degree and potentially joint doctorate (12) will be offered. The campus will also offer teaching credential programs and a general education program.
- 12 Full-service campus status at San Marcos should begin in 1995-96 with the admission of lower division students after the North County Center has occupied its permanent facilities.

Admission of lower division students will be accomplished with careful attention so as to minimize its impact upon neighboring Community Colleges. The administration of the San Marcos campus should continue the beneficial practice of the North County Center of regularly consulting with MiraCosta and Palomar Colleges regarding topics of mutual interest.

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Introduction

Budget Act Language

This report is in response to language contained in the 1987-88 Budget Act which states.

Within two years of the acquisition of the property for the off-campus center in North San Diego County, the California State University shall submit to the Legislature and the California Postsecondary Education Commission an analysis of the feasibility of establishing a full-service campus at this site. This analysis shall also include the effects that establishment of a full-service campus would have on (1) the other California State University campuses, (2) the University of California campuses, and (3) the California Community Colleges. It is the intent of the Legislature that, if it is determined a full-service campus is not to be established in this location, the additional property acquired to accommodate a full-service campus shall be declared surplus and sold.

The question of establishing a new California State University campus is large and complex. As a means of separating issues to be addressed, it is important to distinguish the feasibility question (i.e., Is it reasonable to propose a new full-service campus at a specific location?) from the implementation question (i.e., How would its development be scheduled and budgeted?). While recognizing that the questions are separate it is also obvious that they are interdependent. The primary intent of this report is to address the feasibility question.

The question of feasibility has statewide, regional and local aspects. In what follows all three levels are discussed, starting at the statewide level.

A substantial effort has been devoted to the topic of planning for higher education in California. A brief summary of these efforts is provided as general background to the report.

The California Postsecondary Education Commission (CPEC) reviews and makes recommendations on all proposals for new campuses and off-campus centers. The Commission's review is based upon criteria adopted for this purpose. Although the present study was legislatively mandated in conjunction with the purchase of the property in north San Diego county, it is appropriate that the criteria be addressed herein because of CPEC's role in review and recommendation on such proposals. An additional consideration is that CPEC has already recommended favorably regarding the acquisition of property and the establishment of permanent facilities for the North County Center.

A large amount of materials already exist regarding the North County Center of San Diego State University. These materials are reviewed and incorporated in the report as appropriate.

Committee Structure

To produce this report, the CSU hired a Special Assistant to Academic Affairs, Resources, appointed a broadly based Advisory Committee and an in-house Working Group.

The membership of the "Advisory Committee for a Full-Service Campus in North San Diego County" included representatives from the local community, the University of California, and the Community Colleges, as well as San Diego State University and the CSU Chancellor's

Office. Observers from the California Postsecondary Education Commission, the Department of Finance and the Legislative Analyst's Office were also involved (see the list below). The purpose of the committee was to provide an opportunity for the community and the neighboring campuses to become informed about the feasibility study and to provide their input to it. The committee met in San Marcos in April, June, and August of 1988.

The Special Assistant's assignment was to review relevant documents on the North San Diego County project, obtain the necessary data and draft the feasibility study.

The "North County Working Group" consisted of staff from the Chancellor's Office and the North County Center of San Diego State University (see the list below). The Working Group's charge was to provide advice and review of the study. The group met in December 1987 and January and April of 1988.

Advisory Committee for a Full-Service Campus in North San Diego County

Committee Members:

Dr. George Boggs, President, Palomar College (represented by Dr. Jan Moser, Vice President for Academic Affairs)
 Dr. Harry Brakebill, Executive Vice Chancellor, CSU, retired
 Dr. Herbert L. Carter, Executive Vice Chancellor, CSU, Chair of the Committee
 Honorable William A. Craven, State Senator (represented by Ms. Carol Cox)
 Dr. Robert W. Gill, Executive Assistant to the Chancellor, University of California, Riverside
 Dr. Deon Holt, President, MiraCosta College
 Dr. Albert Johnson, Vice President, San Diego State University
 Dr. Joyce Justice, Director of Educational Relations, University of California
 Dr. Lee R. Kerschner, Vice Chancellor for Academic Affairs, CSU
 Mr. Louis V. Messner, Assistant Vice Chancellor, Budget Planning and Administration, CSU
 The Honorable Lee Thibadeau, Mayor, San Marcos

Observers.

Ms. Judith Day, Education Systems, Department of Finance
 Ms. Mary Heim, Population Research Unit, Department of Finance
 Mr. William L. Storey, Assistant Director, California Postsecondary Education Commission

Chancellor's Office Staff

Ms. Sheila Chaffin, Assistant Vice Chancellor, Physical Planning and Development
 Dr. Frank Jewett, Special Assistant, Academic Affairs, Resources
 Dr. Anthony J. Moye, Deputy Vice Chancellor, Academic Affairs, Resources
 Dr. John M. Smart, Vice Chancellor for University Affairs

North County Working Group

Dr. Ralph Bigelow, Director, Analytic Studies
 Dr. Sally Casanova, State University Dean, Academic Affairs, Programs
 Mr. William Chatham, Chief of Planning, Physical Planning and Development
 Dr. Thomas C. Harris, Director, Library Affairs

Dr Judith Hunt, State University Dean, Faculty Affairs
Dr Frank Jewett, Special Assistant, Academic Affairs, Resources
Mr. William G. Knight, Assistant General Counsel
Dr Anthony J Moye, Deputy Vice Chancellor, Academic Affairs, Resources, Chair of
the Working Group
Mr. John R Richards, Principal Budget Analyst, Budget Planning and Administration
Dr Richard R. Rush, Dean, North County Center, San Diego State University
Dr. John M Smart, Vice Chancellor for University Affairs
Mr. Charles H Wilmot, Associate for Resource Planning, Academic Affairs, Resources

I. Planning for Higher Education in California

The Master Plan

California has always had a strong commitment to public higher education. This commitment, coupled with the state's population growth, has led to major efforts within state government to anticipate and plan for the development of public higher education.

Such efforts date back at least to 1899, when the California Educational Commission was created to study and make recommendations regarding the state's educational program. Other studies and reports followed: a "Study by a Joint Committee of the Legislature" (1919), "State Higher Education in California" (1932), "A Report of a Survey of the Needs of California in Higher Education" (1947), "A Restudy of the Needs of California in Higher Education" (1955), and "The Need for Additional Centers of Public Higher Education in California" (1957).

Much of these efforts culminated in the *Master Plan for Higher Education in California, 1960-1975* published in 1960. The *Master Plan* established the structure and characteristics for California's higher education system: the three public segments (the California Community Colleges, the California State University system, the University of California), the independent institutions, and a new advisory body, the Coordinating Council for Higher Education.

Reviews following the *Master Plan* included a Joint Legislative Committee Study (1967-69), a Select Committee on the Master Plan (1971) and another Joint Legislative Committee Study (1972-73). Generally, the Master Plan structure was reaffirmed in these reviews except for one major change that replaced the Coordinating Council with the California Postsecondary Education Commission. Concerns that were noted in these various reviews included making higher education more accessible for minorities, making coordinated planning and development a reality, making more effective use of resources to instruct students, promoting research, and promoting service to the communities of the state (*Challenge of Achievement*, staff report of Joint Legislative Committee on Higher Education, 1969, page 4).

The Master Plan Renewed

Responding primarily to concerns about the future of the Community Colleges, in 1984 the Legislature called for a comprehensive review of the Master Plan. To facilitate this review they established the Commission for the Review of the Master Plan and a new Joint Legislative Committee on the Master Plan. The Commission's report, *The Master Plan Renewed: Unity, Equity, Quality and Efficiency in California Postsecondary Education* (1987), is worth quoting at some length:

A vital, comprehensive, accessible, and excellent educational system is essential to the cultural, political, and economic health of a nation or state. Educational institutions provide the basic and specialized training necessary for an advanced workforce. They help to establish the common values underlying a stable, responsive political system. They nurture the creative talents essential to cultural richness and to scientific advance.

California has a population that is exceedingly rich in ethnic and cultural diversity. This diversity is a resource that must be carefully and sensitively developed to ensure the continued success of our state as a society and as a world leader. As we approach the 21st century, our interaction with the rest of the world will demand the entrepreneurship, multiple talents, language abilities, and understanding of other cultures that a diverse society offers. We believe our renowned system of postsecondary education, working in concert with the public schools, is key to developing that resource. (page 1)

A highly diverse, postindustrial society will demand ever more advanced skills in industry, commerce, agriculture, finance, government, and other fields. It will demand, too, more firmly held common values and a deeper understanding of the currents of social, cultural, and political change that will continue to shape the lives of peoples and nations for centuries to come as they have for centuries past.

Education obviously will play a major role in determining how well we respond to these challenges. Thus, the Master Plan must be renewed in several fundamental ways. It must maintain but also build upon the successful elements of the 1960 plan with major new provisions that respond to and meet new challenges. To this end, the Commission recommends changes that are directed toward the achievement of four principal goals:

- Unity, to assure that all elements of the system work together in pursuit of common educational goals,
- Equity, to assure that all Californians have unrestricted opportunity to fulfill their educational potential and aspirations,
- Quality, to assure that excellence characterizes every aspect of the system, and
- Efficiency, to assure the most productive use of finite financial and human resources. (pages 3-4)

(A useful summary of planning efforts in California higher education is found in *Background Papers, the Master Plan Renewed*, 1987, pages 1-8.)

The *Master Plan Renewed* is explicit about the importance of higher education to California. The state's commitment to higher education has benefited the state in many ways. There are social benefits that accrue to a better educated populace. In addition, educated individuals contribute more value to the economy, earning higher incomes and paying more taxes, and experience lower unemployment rates, placing lower demands on social services provided by the government. California's institutions of higher education are a basic component of the state's dynamic economy.

These institutions have played an important role in making the state what it is today. They must continue to provide the education individuals need to develop, manage, and understand our increasingly complex society, thus continuing to affect what California will become in the future.

II. Preliminary Considerations

The California Postsecondary Education Commission: Its Role in Reviewing and Recommending on New Campuses

The California Postsecondary Education Commission (CPEC) is required by the Education Code to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and the Governor on the need for and location of these new campuses and centers. The legislative intent is that no funds for the acquisition of sites or for the construction of new campuses or centers will be authorized by the Legislature without the Commission's recommendation

The basic CPEC document which dates from 1976, "Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers," is reproduced in Appendix A. The "Guidelines" include the following basic assumptions which CPEC makes for their review of proposals for new campuses and off-campus centers:

- The University of California and the California State University will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice
- The University of California plans and develops its campuses on the basis of statewide need.
- The California State University plans and develops its campuses on the basis of statewide needs and special regional considerations
- The California Community Colleges plan and develop their campuses and off-campus centers on the basis of open enrollment for all students capable of benefiting from the instruction and on the basis of local needs.
- Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities are established by the governing boards of Community College districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California. These capacities are subject to review and recommendation by the Commission.

The "Guidelines" also include twelve criteria adopted by the Commission to serve as the basis for their review of new campus proposals. Table 1 provides a summary statement of the criteria. This proposal represents the first opportunity for application of these criteria

Table 1

**Summary of California Postsecondary Education Commission Criteria
for Review of Proposals for New Campuses**

- 1 Enrollment projections sufficient to justify the new campus
2. Alternatives must be considered, including.
 - a. An off-campus center,
 - b Expansion of existing campuses, and
 - c Increased utilization of existing campuses
- 3
 - a Other segments, institutions and the community in which the campus is to be located must be consulted
 - b Strong local interest must be demonstrated
- 4 (Refers to the University of California — similar to #5 below)
- 5 Projected statewide enrollment demand on the CSU system should exceed the planned enrollment capacity of existing campuses. If not, compelling regional needs must be demonstrated
- 6 (Refers to Community Colleges — similar to #5 above)
- 7 Must consider enrollment at all other neighboring campuses
- 8 (Refers to Community Colleges)
- 9 (Refers to Community Colleges)
- 10 Describe and justify the programs to be offered
- 11 Describe the physical, social and demographic characteristics of the locale
- 12 Access for the economically, educationally and socially disadvantaged must be facilitated

Source Summarized from Appendix A

The Requirements for This Report

The Budget Act language requiring this present report and the Commission's criteria for new campuses, taken together, define the substantive content of the report. Thus, it is important to determine how the two are related.

The Budget Act language (quoted in full in the Introduction) requires.

- an analysis of the feasibility of establishing a full-service campus
- (an analysis of) the effects such a campus would have on
 - (1) the other California State University campuses,
 - (2) the University of California campuses, and
 - (3) the California Community Colleges

The requirement for a feasibility analysis is addressed directly by the comprehensive "Needs Study" required by CPEC. The requirement for an analysis of the effects of such a campus on all the other public segment campuses is addressed directly by CPEC's new campus criteria 3 and 7, criteria 2 and 5 also have implications for this issue. (The CPEC criteria include effects of the new campus upon the independent colleges and universities also.)

The Plan of Work for This Report

A "Needs Study" based upon the CPEC criteria for a new campus could satisfy the Budget Act requirements. The approach followed here is to address the CPEC criteria, ever mindful that the report must also be responsive to specific budget language.

Turning to the CPEC criteria, an examination of Table 1 shows that four do not refer to the CSU at all (4, 6, 8, and 9). Of the remaining eight, criterion number 5 is the most comprehensive. It requires a long-run projection of CSU total enrollment and a comparison of that enrollment with projected CSU total capacity. This criterion is addressed in Chapter 3, "Statewide Projections" and Chapter 4, "Regional Distribution of Population Compared to the Regional Distribution of CSU Campus Capacity."

The seven remaining criteria are all specific to a particular site, although number 2 has implications that go beyond that. Criteria numbers 1, 2, 3, 7, and 11 are primarily directed to the feasibility question. Numbers 10 and 12 are more in the nature of implementation questions. All seven are addressed in Chapter 5, "A Full-Service Campus in North San Diego County."

III. Statewide Projections

California Population Projections

California, the nation's most populous state, is the third largest in geographic area. Its long north-south coastline, natural ports, fertile inland valleys, and mild climate have produced a broadly diversified economy and some very large population concentrations.

Since the first census in 1850, the state has consistently reported dramatic population growth. The average *annual* compound growth rate from 1850 to 1980 is in excess of three percent. Such high growth rates have occurred because of the substantial net migration that adds to the natural population increase due to the excess of births over deaths. To take a recent example, of the 4 million people added between 1980 and 1987, natural increase accounted for 1.8 million. The remaining 2.2 million came from net migration (*Source*: Department of Finance, Population Research Unit, Report 87 E-2).

Table 2 shows actual and projected population data for the period 1940 to 1980 and projected population 1990 to 2020. Even though the rate of population growth shows a slowing trend (which is projected into the future), the absolute changes still represent large numbers of people. (The slowing trend may be overstated. Although there is no question that the growth rate slowed to 1.7 percent per year between 1970 and 1980, the decade of the energy crisis, there are indications that it has increased since then. Based upon California Department of Finance data (Report 87 E-2) the rate from 1980 to 1987 is over 2.2 percent. Such results can only be verified, of course, by the 1990 census.)

Figure 1 shows a graph of California's population based upon census data from 1860 through 1980 and the Department of Finance projections for 1990 through 2020.

Table 2

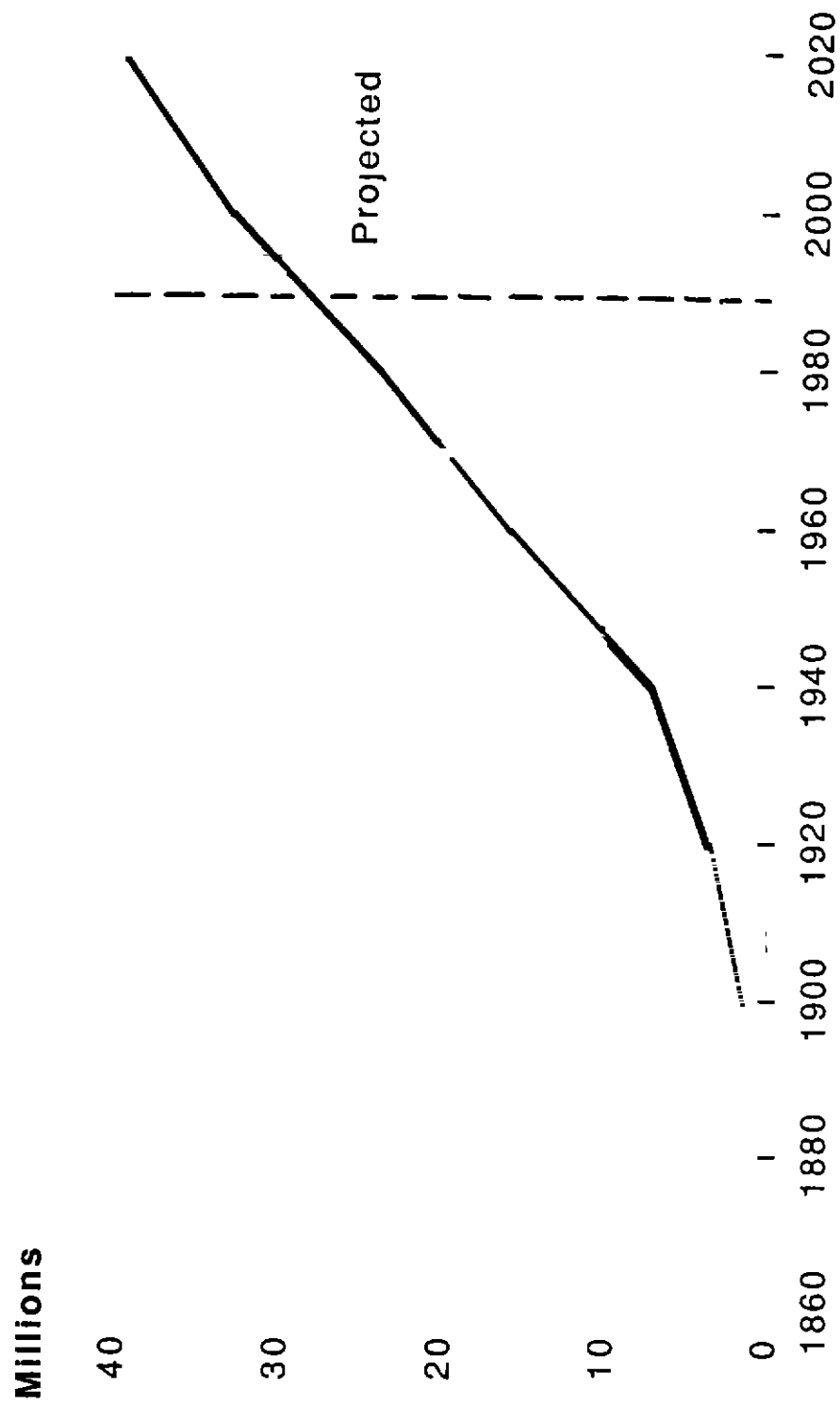
Actual and Projected California Population, 1940-2020

Year*	Population	Change in Population	Average Annual Compound Growth Rate
1940	6,907,387		
1950	10,586,223	3,678,836	4.4%
1960	15,717,204	5,130,981	4.0
1970	19,971,069	4,253,865	2.4
1980	23,667,902	3,696,833	1.7
1990	28,771,200	5,103,298	2.0
2000	32,852,600	4,081,400	1.3
2010	36,031,920	3,179,320	0.9
2020	39,618,500	3,586,580	1.0

*1940-1980 are census data, 1990-2020 are projections

Source: Department of Finance, Population Research Unit, Report 86 P-3

Figure 1
California Population, 1860-2020



For purposes of planning in higher education, projections of the college-going age groups are more important than those for the entire population. The bulk of CSU students, approximately 73 percent, are drawn from the 20-34 age group. Of the remainder, 14.5 percent are 18-19. Over 11 percent are 35-59. The age group 18-59 accounts for 99.2 percent of CSU enrollment. (See Appendix B.)

Table 3 and Figure 2 show actual and projected California population for two relevant age groups: 20-34 and 18-59. These data illustrate the fact that the state's population is aging. They also illustrate that overall population data can obscure changes in the age structure that affect the size of certain age groups. The main college-going age group, 20-34, is actually projected to decline between 1990 and 2000. When it grows, it generally does so at a rate slower than the overall population.

The more inclusive age group, 18-59, shows a more consistent growth pattern but it too grows more slowly than the total population. (The average annual compound growth rate of the entire population for the period 1980-2020 is projected to be 1.3 percent, for the 18-59 age group it is 1.1 percent; for the 20-34 age group it is 0.5 percent.)

Table 3

**Actual and Projected California Population, Selected Age Groups,
1980-2020**

AGE GROUP 20-34

Year*	Population	Change in Population	Average Annual Compound Growth Rate
1980	6,629,119		
1990	7,003,761	374,642	0.6%
2000	6,503,204	-500,557	-0.7
2010	7,881,333	1,378,129	1
2020	8,225,752	344,419	0.4
Total Change 1980 — 2020		1,596,633	0.5

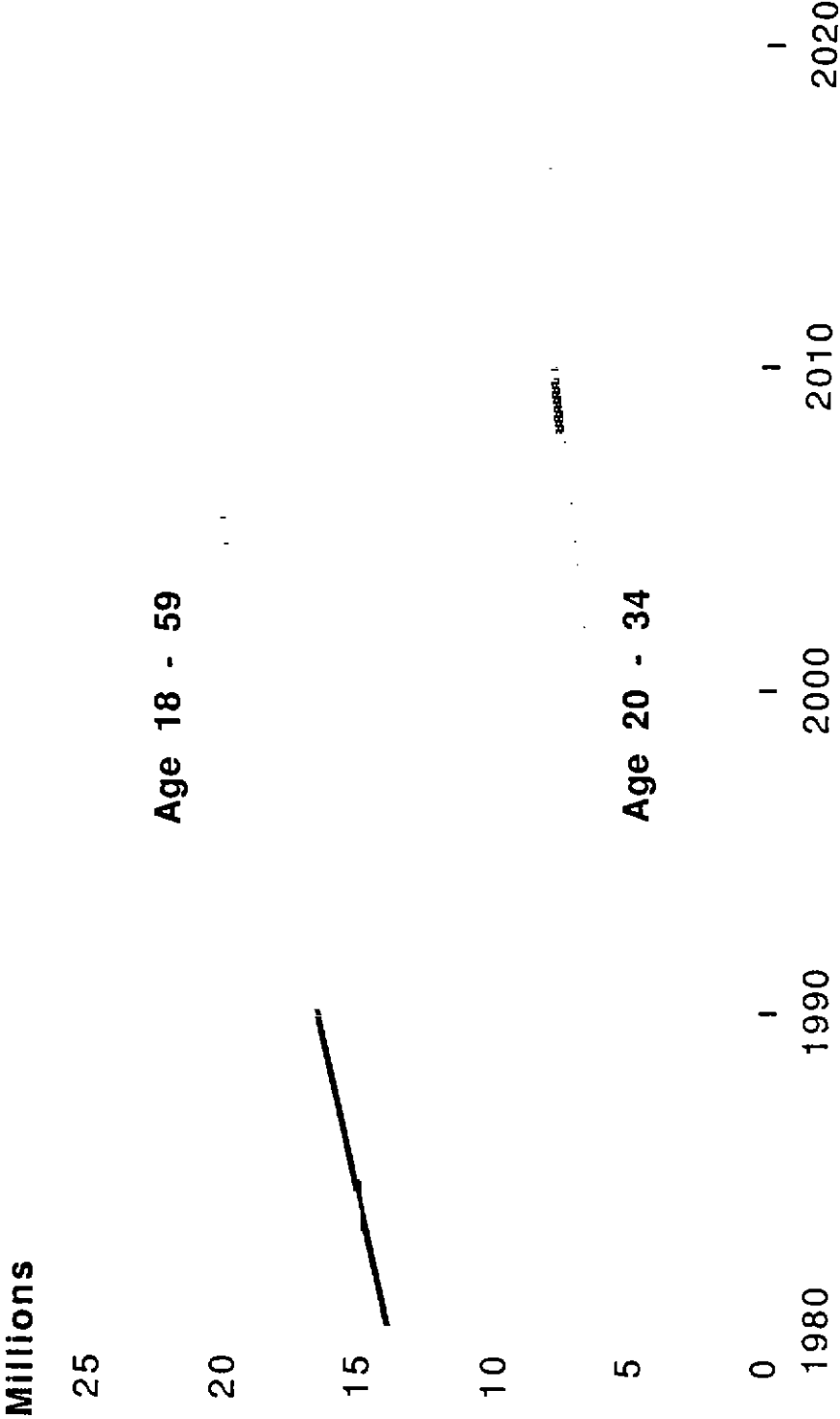
AGE GROUP 18-59

1980	13,934,937		
1990	16,607,598	2,672,661	1.8
2000	19,116,297	2,508,699	1.4
2010	21,058,697	1,942,400	1.0
2020	21,414,397	355,700	0.2
Total Change 1980 — 2020		7,479,460	1.0

*1980 is census, 1990-2020 are projections

Source: DOF/PRU, Report 86 P-3. More detailed data than those shown in Report 86 P-3 were extracted from computer files furnished to the CSU by the Population Research Unit.

Figure 2
California Population by Age



California State University Enrollment Projections

The next step is to focus upon the implications of the population projections for CSU enrollments. The Department of Finance makes enrollment projections for all three segments of California public higher education. Their projections for the CSU, therefore, take account of enrollments in the California Community Colleges and the University of California that derive from the same population base

Table 4 provides actual and projected enrollments (headcount students) for the CSU system. The projections were made by the Population Research Unit of the Department of Finance. The text accompanying the projections describes the effects of both decreases and increases in the size of the college-going population:

Between Fall 1986 and Fall 1996, total enrollment is projected to gradually increase to 344,700 students. Over the ten year projection period, undergraduate enrollment is expected to increase through 1989, then gradually decline, reflecting the population trends of California's young adult population. In contrast, graduate enrollment is projected to continue strong growth, increasing 13.65 percent between Fall 1986 and Fall 1996. The enrollment projections assume that the participation among California's population will continue to increase over the next few years. If no increase in participation after 1986 were assumed, the enrollment projections would be substantially lower, due to projected declines in the state's young adult population in the early 1990's

After declining the first half of the decade, this segment of the population is expected to resume growth in the late 1990's. Assuming that participation in 1996 were to remain stable through the year 2000, both undergraduate and graduate enrollment would gradually increase, and total enrollment would reach 374,200 students. Extending this projection from the year 2000 to 2010, total enrollment would reach an unprecedented 442,200 students, an 18.17 percent increase over this ten year period. While undergraduates and graduates would both increase, the greatest numerical and percentage growth in this decade would be at the undergraduate level

Source: DOF/PRU, "California State University, 1987 Projection Series," ID 195

Table 4

**Actual and Projected (Department of Finance) CSU Fall
Headcount Enrollments, 1980-2010**

Year	Undergraduates	Graduates	Total Enrollment
1980	246,848	67,002	313,850
1985	262,759	61,867	324,626
1986	266,729	66,695	333,424
1987	273,987	68,789	342,776
1988	272,200	71,800	344,000
1989	273,200	73,300	346,500
1990	270,800	73,900	344,700
1991	271,100	74,300	345,400
1992	269,200	74,400	343,600
1993	268,200	74,500	342,700
1994	268,400	74,900	343,300
1995	268,300	75,300	343,600
1996	268,900	75,800	344,700
1997	272,300	76,300	348,600
1998	278,900	76,700	355,600
1999	287,900	77,100	365,000
2000	296,600	77,300	374,200
2001	304,600	78,500	383,100
2002	312,400	79,600	392,000
2003	321,500	80,800	402,300
2004	330,500	82,000	412,500
2005	337,000	83,300	420,300
2006	341,500	84,800	426,300
2007	345,400	86,500	431,900
2008	348,500	88,100	436,600
2009	350,900	89,600	440,500
2010	351,200	91,000	442,200

Note 1980-87 are reported (see CSU, *Statistical Report #2*, various issues) 1987-2010 are projections made by Department of Finance, they characterize the projections for 1997-2010 as "extended projections "

Source DOF/PRU, ID 195

Table 5 and Figure 3 show CSU enrollments for both headcount students and full-time equivalent (FTE) students for five year intervals from 1950 through 2010. The values for 1950 through 1985 are based upon CSU experience. The FTE projections for 1990 through 2010 are derived from the enrollment projections by applying an average student load of 12.2 units for undergraduate students (thus, one headcount student translates to .813 FTE student, $12.2/15$) and 7.7 units for graduate students (or .513 FTE student, $7.7/15$). These student load factors are derived from Fall 1986 CSU enrollment data. They are typical of recent CSU experience.

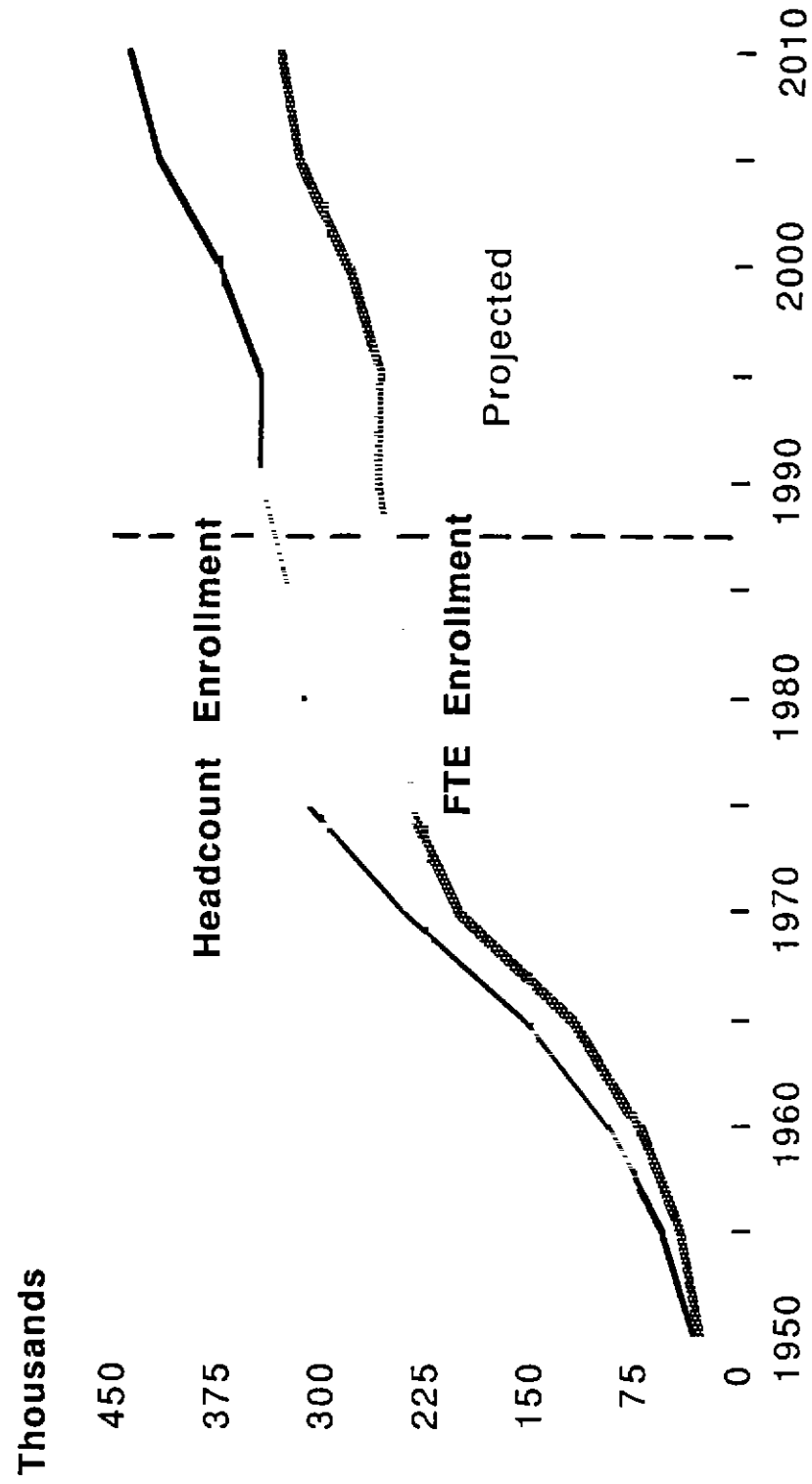
Table 5

**Reported and Projected CSU Enrollments:
Headcount and FTE Students**

Year	Headcount Students	Fall FTE Students	AY FTE Students
1950	31,101	25,436	24,610
1955	54,612	40,275	40,134
1960	95,081	70,142	69,089
1965	154,927	117,316	116,362
1970	241,559	199,126	197,454
1975	310,891	235,811	229,642
1980	313,850	237,832	232,740
1985	324,628	247,298	242,252
1990	344,700	258,186	253,280
1995	343,600	256,871	251,990
2000	374,200	281,070	275,730
2005	420,300	316,854	310,834
2010	442,200	332,356	326,041

Note 1950-85 data are reported (see CSU, *Statistical Abstract*, 1987), 1990-2010 are projected. Headcount by Department of Finance, Fall FTE as described in the text, AY FTE is 98.1 percent of Fall FTE (this percentage represents recent CSU experience).

Figure 3
CSU Fall Enrollment, 1950-2010



California State University Enrollment Capacity and Projected Full-Time Equivalent (FTE) Students (Criterion #5)

The FTE projections in Table 5 can be compared with CSU "enrollment capacity" measures. Such a comparison is necessary in order to address the California Postsecondary Education Commission's new campus criterion 5 which states:

Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity of the system, compelling regional needs must be demonstrated. (Quoted from Appendix A.)

Table 6 shows three measures of CSU campus capacity. They are (in the order in which they will be discussed) (1) "Master Plan ceiling," (2) "lecture/laboratory capacity," and (3) "overall campus capacity."

Master Plan ceiling refers to the FTE value a campus uses for planning purposes. Such ceilings were adopted for the campuses in the early 1960s soon after the CSU system was organized. A rationale and explanation for such ceilings is found in the minutes of the Committee on Educational Policy of the CSU Board of Trustees (March 1, 1962, page 11).

For all the (campuses), the establishment of an ultimate enrollment ceiling is important in determining the nature and scope of its Master Curricular Plan. Given an ultimate enrollment, the (campus) is in a much better position to plan its particular mixture of courses and majors to accommodate that enrollment.

Just as an enrollment ceiling is important for educational planning, so also is it important for the planning of buildings and other facilities. Given such a ceiling with the outlines of the projected educational program, the campus master architects can approach the problems of land utilization and building design with greater realism and assurance that the facilities will proceed along reasonable lines to meet the ultimate need.

It is important to note that this planning concept applies to individual campuses. The "system total" shown in Table 6 is merely the sum of the campus' Master Plan ceilings.

Table 6

**California State University FTE Capacity Measures
1988-89
Overall**

Campus	Lecture/Lab Capacity 1988-89	Campus Capacity 1988-89	Budgeted AY FTE* 1988-89	Master Plan Ceiling
Bakersfield	3,099	3,339	3,500	12,000
Chico	11,589	12,515	13,500	14,000
Dominguez Hills	6,692	7,306	5,855	20,000
Fresno	12,795	13,803	15,400	20,000
Fullerton**	14,010	14,716	16,900	20,000
Hayward**	11,302	12,127	8,025	18,000
Humboldt	5,997	6,830	5,750	10,000
Long Beach	20,177	21,397	23,600	25,000
Los Angeles	18,913	20,424	13,550	25,000
Northridge**	17,353	18,362	20,635	25,000
Pomona	12,361	12,889	14,150	20,000
Sacramento	15,177	16,302	18,250	25,000
San Bernardino**	4,054	4,373	6,480	12,000
San Diego**	22,913	24,350	25,000	25,000
San Francisco**	16,221	17,461	19,138	20,000
San Jose	18,613	19,928	20,000	25,000
San Luis Obispo	12,853	13,747	14,300	15,000
Sonoma	5,289	5,976	4,600	10,000
Stanislaus**	3,474	3,834	3,556	12,000
Campus Totals	232,882	249,679	252,189	353,000
North County Center			800	
Other Authorized OCC			1,866	
SYSTEM TOTAL			254,855	

*Academic Year FTE

**Main campus only

Sources "Lecture/Lab Capacity 1987-88" from CSU, PP&D "Summary of Campus Capacity," October 1987
 "Budgeted FTE 1988-89," from CSU, AS memo 88-03 "Master Plan Ceiling," from CSU, "Capital Outlay
 Program 1988-89" The derivation of "overall campus capacity" is described in the text

Lecture/lab capacity measures the FTE students that can be accommodated in lecture rooms and class laboratories based upon state mandated utilization standards (The California Postsecondary Education Commission in its preliminary study, "Time and Territory," 1986, found these standards to be among the highest among those states that have such standards (pages 63-64) CPEC is continuing its study of space utilization standards as Phase II of "Time and Territory") Lecture/lab capacity FTE is a physical planning concept. In particular, it is the key criterion for budgeting additional capacity buildings for a campus when projected lecture/lab FTE exceeds lecture/lab capacity

Overall campus capacity is lecture/lab capacity *plus* FTE in courses that do not use capacity space (clinical practice, performance courses, student teaching, independent study, etc.) For example, overall campus capacity at CSU, Bakersfield is calculated as follows. lecture/lab capacity from Table 6 is 3,099 FTE. The campus' experience is 7.2 percent of FTE is in courses that do not use capacity space. The lecture/lab FTE of 3,099 would, therefore, represent 92.8 percent of the campus total FTE if the campus were at its overall capacity. Thus, overall capacity is 3,339 FTE ($= 3,099 / .928$).

Overall campus capacity is the appropriate capacity measure to use for planning purposes. It is comparable to budgeted FTE (which is also shown in Table 6) and projected FTE as shown in Table 5.

Three conclusions can be drawn from Table 6: (1) no campus is budgeted exactly at its overall capacity FTE, several are budgeted above, several are budgeted below; (2) from a systemwide perspective budgeted FTE in 1988-89 is approximately 1 percent greater than total overall campus capacity; (3) most campuses have expansion potential in the sense that their Master Plan ceilings exceed their current overall capacities. (It should be noted that new buildings must be constructed to add to a campus' overall capacity.) Three campuses, Chico, San Francisco and San Luis Obispo, are less than 1,000 FTE from their Master Plan ceilings. One campus, San Diego, is at its ceiling.

Table 7 shows the same systemwide totals as derived in Table 6 for years 1987-88 through 1994-95. The campus data that underlie these totals are found in Appendix C.

Table 7

**California State University FTE Capacity Measures
System Totals 1987-88 through 1994-95**

Year	Lecture/Lab Capacity	Overall Campus Capacity	Budgeted/ Allocated AY FTE	Master Plan Ceiling
1987-88	230,131	246,744	251,793*	353,000
1988-89	232,882	249,680	254,855	353,000
1989-90	232,781	249,545	257,700	353,000
1990-91	242,130	259,546	259,500	353,000
1991-92	247,442	265,198	260,700	353,000
1992-93	250,925	268,895	261,550	353,000
1993-94	248,359	266,170	261,650	353,000
1994-95	not avail	not avail.	262,700	353,000

*Calculated, based upon preliminary reports.

Source: See Table 6.

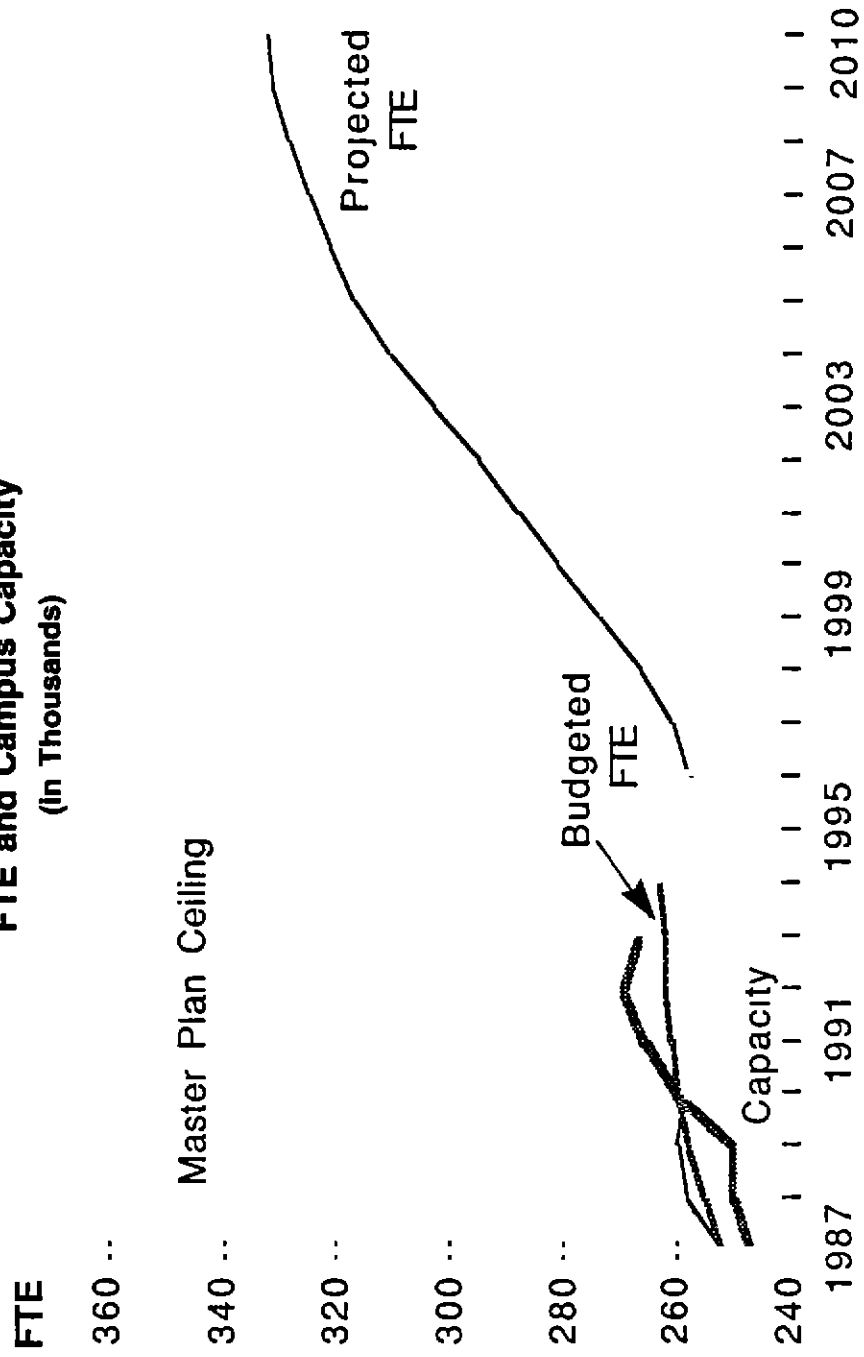
Figure 4 summarizes the various systemwide totals:

- Projected total overall campus capacity for 1987-88 through 1994-95 (Table 7)
- The systemwide Master Plan ceiling (Table 7)
- Budgeted academic year FTE (Table 7)
- Projected academic year FTE students for 1987 through 2010 (based on Tables 4 and 5)

It illustrates several points

1. The CSU is budgeted somewhat above its capacity for 1987-88 through 1989-90. In 1990-91 budgeted FTE and overall capacity will be almost equal. Overall capacity then exceeds budgeted FTE through 1993-94.
2. The "jump" that occurs between projected FTE and overall capacity illustrates the fact that capacity FTE comes in relatively large "doses" when new buildings become available. Because of this and uncertainties involved in year-to-year enrollment levels, it is practically impossible to obtain a perfect match between capacity and enrollments in any given year.
3. The difference between the Master Plan ceiling (topmost line) and the overall capacity line represents the remaining expansion potential of the 19 CSU campuses. The projected FTE line compared to the overall capacity line is an indication of the additional capacity that will need to be built in the future.
4. The official CSU budgeted FTE values for 1988-89 through 1994-95 shown in Table 7 are higher than the long-run FTE projections shown in Table 5. As can be seen in Figure 4, the difference between the two series grows over time, exceeding 10,000 FTE in 1994-95. Part of the difference arises because the Department of Finance head-count enrollment projections currently available (July 1988) do not incorporate Fall 1987 data. Another source of difference lies in the alternative methodologies used (The CSU and the Department of Finance are currently holding discussions on this topic).

Figure 4
FTE and Campus Capacity
 (in Thousands)



In summary:

1. The CSU, as a system, is currently at its overall FTE enrollment capacity, academic year budgeted FTE, 1988-89, is 254,855 (including 2,666 at authorized off-campus centers), overall campus capacity is 249,679. Some campuses are budgeted over-capacity, others under-capacity (see Table 6)
2. Based upon current Department of Finance headcount enrollment projections, the CSU projects approximately 326,000 FTE in 2010 (see Table 5)
3. The total Master Plan ceiling for the 19 CSU campuses is 353,000 FTE. The system has sufficient expansion potential to accommodate projected FTE through 2010 (see Tables 5 and 6 and Figure 4). This expansion will, of course, require building additional capacity space.
4. The CSU system is projected to grow through 2010 beyond its existing and budgeted FTE enrollment capacity (see Tables 5 and 6 and Figure 4). Using 266,170 FTE in 1993-94 as the overall capacity measure, in 1995 there could be a surplus of capacity over projected FTE of 3,470 based on CSU budget projections; based on the Department of Finance's enrollment projections in Table 5, the surplus is 14,180; in 2000 the shortage of capacity relative to projected is 9,560 FTE, in 2005 the shortage is 44,664. In 2010 it is 59,871 FTE. This projected growth could be more than sufficient to justify development of another full-service CSU campus, depending upon where the capacity is needed. *Capacity should be added where it can best serve the educational needs of the state's population.*

The question of where additional capacity will be needed is addressed in the next section which examines the regional distribution of the state's population and the locations of the existing CSU campuses

IV. Regional Distribution of Population Compared to the Regional Distribution of CSU Campus Capacity

The siting of any new campus must take account of the location of the population as well as the location of existing campuses. Figure 5 is a population density map of California based upon the 1980 census. Figure 6 shows the counties of the state and the locations of the existing 19 CSU campuses.

Overlaid on both Figures is the outline of five major population regions of the state. These regions are broadly defined to include populous counties and counties adjacent to populous counties. Table 8 shows the specific counties that comprise the regions. The regions do not include the entire state; in particular, the relatively sparsely populated and isolated eastern, northern, and coastal counties are excluded.

Table 9 shows the 1980 census population of these regions for age groups 20-34 and 18-59 and projected values for 1990, 2000, 2010, and 2020. Absolute changes and average annual compound growth rates are also shown.

Table 10 compares summary regional population data for the most inclusive age group, 18-59 (from Table 9), with data for the campuses in each region (from Table 6). The campus data include 1988-89 budgeted FTE students, overall campus capacity FTE 1988-89, and Master Plan ceilings.

Figure 5
California Population Density, 1980 Census

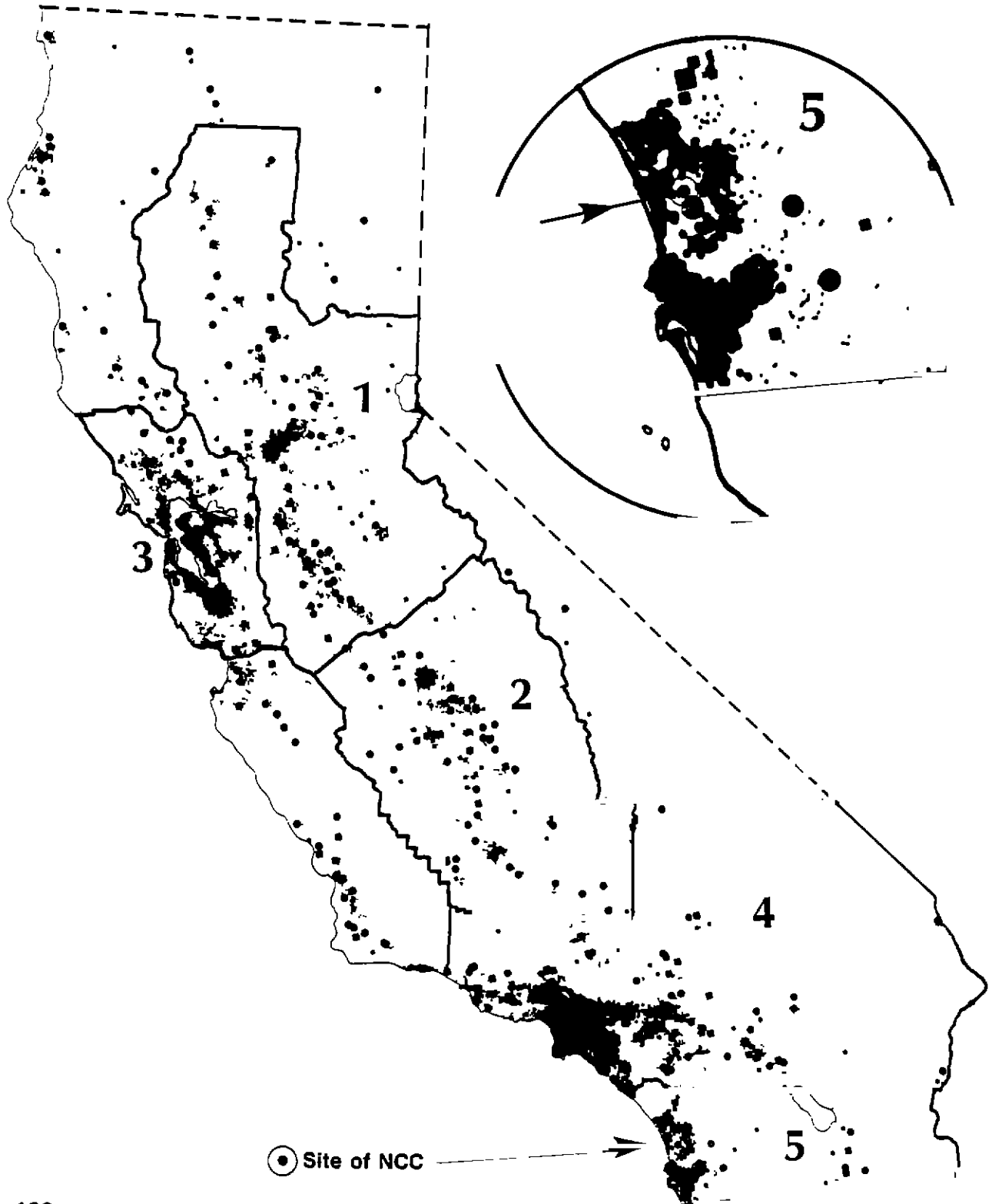


Figure 6
California Counties and CSU Campuses

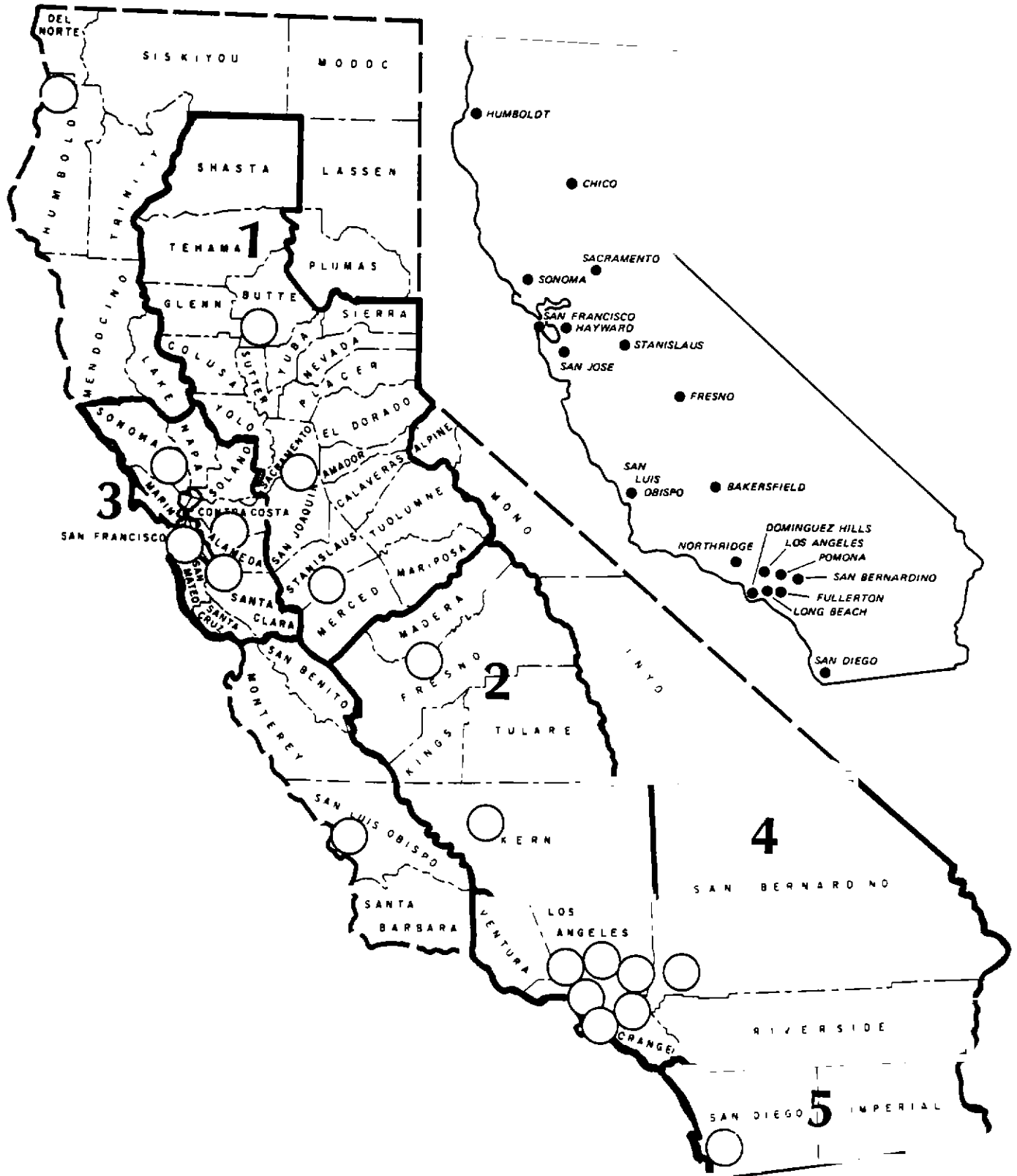


Table 8**Major Population Regions of California****NORTH VALLEY (1)**

Amador, Butte, Calaveras, Colusa, El Dorado, Glenn, Mariposa, Merced, Nevada, Placer, Sacramento, San Joaquin, Shasta, Sierra, Stanislaus, Sutter, Tehama, Tuolumne, Yolo, and Yuba counties. This region includes the northern portion of the central valley and the population centers located along the I-5 and Highway 99 corridors.

SOUTH VALLEY (2)

Fresno, Kern, Kings, Madera, and Tulare counties. This region includes the southern portion of the central valley. The north-south dividing line was chosen to pass through a relatively sparsely populated area along the northern boundaries of Fresno and Madera counties.

BAY AREA (3)

Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma counties. This region is composed of the counties around San Francisco Bay.

SOUTH BASIN (4)

Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. This region includes the counties that lie along the east-west corridor of the Los Angeles Basin.

SOUTHERNMOST (5)

Imperial and San Diego counties, the southernmost counties of the state.

Table 9

**Actual and Projected Population Age Groups for Major
Population Regions, 1980-2020**

Region	Age 20-34	Pop. Chg.	Annual % Chg.	Age 18-59	Pop. Chg	Annual % Chg.
NORTH VALLEY						
	1980	648,472		1,388,401		
(1)	1990	771,990	123,518	1,799,290	410,889	2 63
	2000	786,169	14,179	2,241,660	442,370	2 22
	2010	993,841	207,672	2,617,209	375,549	1 56
	2020	1,067,547	73,706	2,800,049	182,840	0 68
SOUTH VALLEY						
	1980	340,729		718,206		
(2)	1990	408,034	67,305	917,529	199,323	2 48
	2000	423,755	15,721	1,140,226	222,697	2 20
	2010	551,411	127,656	1,358,576	218,350	1 77
	2020	593,893	42,482	1,485,382	126,806	0 90
BAY AREA						
	1980	1,537,111		3,253,244		
(3)	1990	1,522,195	(14,916)	3,744,330	491,086	1 42
	2000	1,295,551	(226,644)	4,064,754	320,424	0 82
	2010	1,456,846	161,295	4,202,553	137,799	0 33
	2020	1,519,562	62,716	4,107,105	(95,448)	-0 23
SOUTH BASIN						
	1980	3,182,814		6,742,351		
(4)	1990	3,258,595	75,781	7,803,802	1,061,451	1 47
	2000	2,989,467	(269,128)	8,865,182	1,061,380	1 28
	2010	3,723,232	733,765	9,728,092	862,910	0 93
	2020	3,808,799	85,567	9,810,582	82,490	0 08
SOUTHERNMOST						
	1980	593,035		1,173,064		
(5)	1990	677,360	84,325	1,499,300	326,236	2 48
	2000	656,002	(21,358)	1,777,024	297,724	1 83
	2010	762,833	106,831	2,042,540	245,516	1 29
	2020	824,291	61,458	2,098,132	55,592	0 27
ALL OTHER						
	1980	326,958		659,671		
	1990	365,587	38,629	843,347	183,676	2 49
	2000	352,260	(13,327)	1,007,451	164,104	1 79
	2010	393,170	40,910	1,109,727	102,276	0 97
	2020	411,660	18,490	1,113,129	3,402	0 03
STATE TOTAL						
	1980	6,629,119		13,934,937		
	1990	7,003,761	374,642	16,607,598	2,672,661	1 77
	2000	6,503,204	(500,557)	19,116,297	2,508,699	1 42
	2010	7,881,333	1,378,129	21,058,697	1,942,400	0 97
	2020	8,225,752	344,419	21,414,379	355,682	0 17

Source: DOF/PRU, 'Population Projections for California Counties 1989-2020, w/Age and Sex Detail to 2020,' Baseline 1986, Report 86 P-3

The *North Valley* 18-59 population is projected to more than double in the forty-year period 1980-2020. The three CSU campuses in the region are currently budgeted somewhat above their overall capacity, but they still can add approximately 16,000 FTE before reaching their current Master Plan ceilings

The 18-59 population of the South Valley region is also projected to double between 1980 and 2020. The two CSU campuses in the region are budgeted above their 1987-88 overall capacity, but both have growing room in terms of their Master Plan ceilings (approximately 15,000 FTE).

The Bay Area region shows the smallest projected growth of the five regions discussed here. The four campuses in the region, in total, are budgeted below their overall capacity in 1987-88. They have expansion potential relative to their Master Plan capacity of approximately 17,000 FTE.

The South Basin region is projected to add over twice as much population in the 18-59 age group (over 3 million) as any other region. The seven CSU campuses are budgeted for 1987-88 at their total overall capacity. In terms of total Master Plan capacity there is growth potential of approximately 46,000 FTE.

The Southernmost region projects a growth of the 18-59 population of almost 1 million people. The single CSU campus in the region (San Diego State) is currently budgeted at its Master Plan ceiling. This campus is also budgeted at its Master Plan capacity, it has no room for expansion.

The Southernmost region is the only part of the state with a large projected population growth but no expansion potential in terms of the single CSU campus. Within the Southernmost region, the north San Diego county area has accounted for a large part of the region's population growth. It is this sub-region in north San Diego county that is proposed as the site of a new full-service CSU campus. (This sub-region and its population as of the 1980 census shows very clearly in Figure 5 in the mid-coastal part of San Diego county.)

Figure 7 illustrates the comparison between projected regional population growth and CSU expansion potential. In Figure 7 the left bar for each region represents the projected change in the 18-59 population from Table 10. The right bar shows the expansion potential (Master Plan ceiling FTE less 1988-89 budgeted FTE) for the campuses in the region, e.g., the North Valley region has projected 18-59 population growth of 1.4 million and expansion potential of about 16,000 FTE. (Note that the expansion potential for the region is multiplied by ten so it can be seen on the graph.)

The CSU undertook a statewide study in 1984 to determine whether there were any geographical areas potentially in need of additional CSU services, "Report to the Chancellor on Geographical Areas Potentially in Need of CSU Services," Long Beach, 1985. This study provides supporting evidence of the need for a full-service campus in North San Diego County.

The study was prompted by several concerns including the effects of population growth and a related interest in offering more off-campus instruction. There was a deliberate effort to consider the issue from a statewide perspective.

Table 10

Regional Populations (Age 18-59) and CSU Campus Data

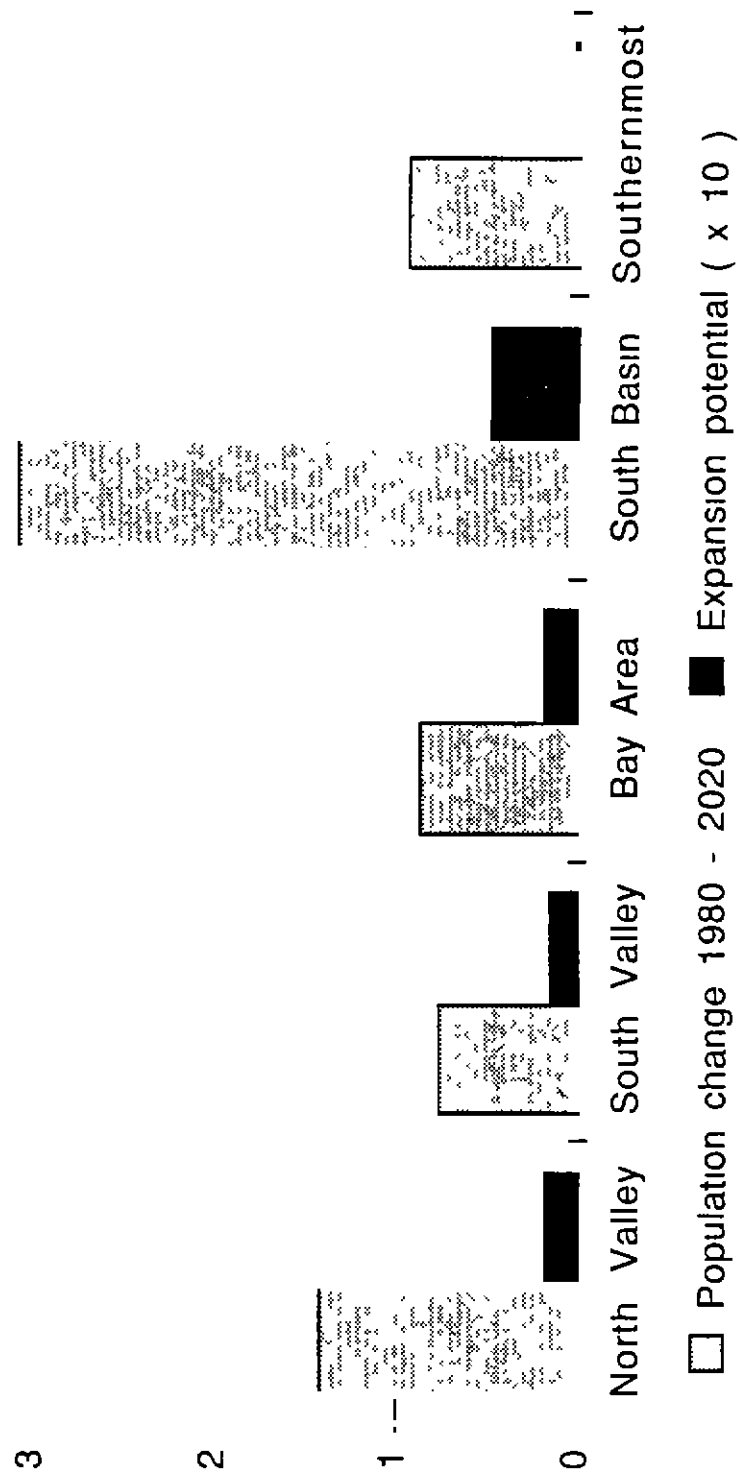
Region		Campus	Budgeted FTE '88-89*	Overall Campus Capacity FTE '88-89	Master Plan Ceiling
NORTH VALLEY (1)					
pop 1980	1,388,401	Chico	13,500	12,515	14,000
		Sacramento	18,250	16,302	25,000
2020	<u>2,800,049</u>	Stanislaus**	<u>3,556</u>	<u>3,834</u>	<u>12,000</u>
40 yr chg	1,411,648		35,306	32,651	51,000
SOUTH VALLEY (2)					
pop 1980	718,206	Bakersfield	3,500	3,339	12,000
		Fresno	15,400	13,803	20,000
2020	<u>1,485,382</u>		<u>18,900</u>	<u>17,140</u>	<u>32,000</u>
40 yr chg.	767,176				
BAY AREA (3)					
pop 1980		Hayward**	8,025	12,127	18,000
		San Francisco**	19,138	17,461	20,000
2020	<u>3,253,244</u>	San Jose	<u>20,000</u>	<u>19,928</u>	<u>25,000</u>
	<u>4,107,105</u>	Sonoma	<u>4,600</u>	<u>5,976</u>	<u>10,000</u>
40 yr chg	853,861		51,763	55,492	73,000
SOUTH BASIN (4)					
pop 1980		Dominguez Hills	5,855	7,306	
				20,000	
2020	<u>6,742,351</u>	Fullerton**	<u>16,900</u>	<u>14,716</u>	<u>20,000</u>
	<u>9,810,582</u>	Long Beach	<u>23,600</u>	<u>21,397</u>	<u>25,000</u>
40 yr chg	3,068,231	Los Angeles	13,550	20,424	25,000
		Northridge**	20,635	18,362	25,000
		Pomona	14,150	12,889	20,000
		San Bernardino**	<u>6,480</u>	<u>4,373</u>	<u>12,000</u>
			101,170	99,467	147,000
SOUTHERNMOST (5)					
pop 1980	1,173,064	San Diego**			
			25,000	24,350	25,000
2020	<u>2,098,132</u>		<u>25,000</u>	<u>24,350</u>	<u>25,000</u>
40 yr chg	925,068				
ALL OTHER					
pop 1980	770,476	Humboldt	5,750	6,830	10,000
		San Luis Obispo	14,300	13,747	15,000
2020	<u>1,318,380</u>		<u>20,050</u>	<u>20,577</u>	<u>25,000</u>
40 yr chg	547,904				
STATE TOTALS					
pop 1980	13,934,937	CSU			
			<u>252,189</u>	<u>249,679</u>	<u>353,000</u>
2020	<u>21,414,397</u>				
40 yr chg	7,479,442				

*Academic year FTE

**Main campus only

Sources Population data from Table 9, campus data from Table 6

Figure 7
Regional Population Change vs.
Campus Expansion Potential



The study defined five criteria to identify underserved areas of the state:

- 1 No CSU campus within one hour (one way) commute time.
2. Existing and projected population centers with substantial concentrations of persons 20-39 years of age.
3. No existing off-campus center, or an existing center offering too few programs to meet the area's needs.
- 4 Presence of developing industries whose employees are in need of educational programs which are not otherwise being provided.
- 5 A low CSU participation rate (this is defined on a per county basis)

Based upon the criteria, several regions were identified. The three most prominent were described as follows (page 4)

- Contra Costa County — Although situated in the San Francisco Bay area, the bulk of the county's population is isolated by distance or a difficult commute from CSU campuses in San Francisco to the west and Hayward to the south. The existence of a state-owned site in the county dictates the need for special attention to this area. In addition, the off-campus center operated by Hayward in Pleasant Hill may soon be displaced, making a decision on the long-term direction for serving the county of utmost importance and urgency.
- North San Diego County — This area is rapidly growing. It is relatively remote to San Diego State in the south, and it is very inconvenient to CSU, Fullerton in the north. The North County Center of San Diego State in San Marcos provides some programs, but there appears to be greater potential for service to the area.
- Ventura County — The county has no four-year institution. Currently served by the CSU, Northridge/UC Santa Barbara jointly run University Center, initial examination suggests the potential for greatly expanded services.

V. A Full-Service Campus in North San Diego County

Background: The North County Center

North San Diego County is a region of the state that has experienced substantial population growth and economic development. It has been recognized for some time that the region had potential as a site for a CSU campus. The California State Colleges proposed such a campus in 1969. The California Coordinating Council for Higher Education deferred action at that time because of general concerns regarding funding for the system and an expected plateau in enrollments.

The 1970s were a period of fiscal stringency. The need for a North County facility was reduced in part by increasing the Master Plan enrollment ceiling at San Diego State University to 25,000 FTE and in part by the legislatively established policy of "redirection" of students from campuses (such as San Diego State) that had reached their enrollment capacity to other campuses in the State University system that had not.

Despite the funding problems, the local community, the CSU, and San Diego State University continued to perceive an educational need in the North County area. The result was a proposal in 1979 that San Diego State University offer state-supported upper division and graduate instruction at an off-campus center located in the region. Such a center was approved and funded. The North County Center of San Diego State University began operation in leased facilities in the city of Vista in September 1979. In 1982 the center moved from Vista to its present location in leased quarters in the city of San Marcos. Enrollment has grown from approximately 150 students (30 FTE) in Fall of 1979 to 1,211 students (473.2 FTE) in Fall 1987.

Recognizing the continuing need to provide postsecondary educational programs to the North County area, Senator William Craven sponsored legislation (SB 1060) in 1985 that provided for studies to establish permanent facilities for the North County Center.

Pursuant to SB 1060 in 1985, the CSU commissioned a demographic and market study of the North County area. The work was completed in 1986 (Tadlock and Associates, Deems, Lewis and Partners, "Demographic/Market Analysis for Off-Campus Center, San Diego State University, Northern San Diego County") and incorporated in CSU's proposal for establishing a permanent off-campus center. The proposal was approved by the CSU Board of Trustees Ad Hoc Committee on Off-Campus Centers (March 1986) and the California Postsecondary Education Commission (preliminarily in December 1986 and finally in November 1987). (The relevant documents are CSU, "San Diego State University North County Proposal," June 1986 and August 1987, California Postsecondary Education Commission, "Proposed Construction of San Diego State University's North County Center," December 1986, and "Final Approval of San Diego State University's Proposal to Construct a North County Center," November 1987.)

An evaluation of four alternative sites, also conducted pursuant to SB 1060, led to a recommendation favoring the Prohoroff Ranch property in San Marcos (PRC Engineering Co., "Northern San Diego County Campus Site Selection Study," May 1986). The Board of Trustees authorized negotiations for the property in July 1986. Funding for the acquisition was requested and approved in the 1987-88 Capital Outlay Budget. Purchase of the property

was completed in June 1988. Funding for construction of permanent facilities to serve approximately 2,000 FTE students at the site is in the 1988-89 Capital Outlay Budget. It is anticipated that the facilities will be available for occupancy in Fall 1992.

The Prohoroff Ranch property consists of 304 acres located to the immediate south of Highway 78 at the corner of Twin Oaks Valley Road and New Barham Drive in the city of San Marcos, see Figures 8 and 9. The site is obviously large enough to accommodate much more than an off-campus center for 2,000 students. The rationale for the larger site is: (1) a full-service campus is a distinct possibility, (2) the growth of the North County area is rapidly reducing the supply of potentially desirable sites (to say nothing of the cost of acquiring such a site several years hence), (3) purchasing the larger site now guarantees its availability if a full-service campus is ultimately approved. (Concern about the ultimate use of the property as discussed above is expressed in the Budget Act language requiring this report.)

San Diego State University and the CSU are moving ahead with plans for the construction of the facilities that will house the North County Center. As part of the process it is necessary to develop a physical Master Plan locating buildings and all other structures, including roads, utilities, etc.

The Master Plan for the North County Center makes provision for the alternative outcomes of permanent off-campus center or full-service campus by approaching the site development in phases. Phase I (scaled for 2,000 FTE) is the only phase necessary for an off-campus center. If a full-service campus is approved, then Phases II (5,000 FTE), III (15,000), and IV (25,000) will become operative as enrollment growth warrants.

The CSU Board of Trustees approved the physical Master Plan for the North County Center at its March 1988 meeting. (See Appendix D for an excerpt from the minutes of the Board of Trustees' Committee on Campus Planning, Buildings and Grounds where the phased approach is discussed.)

Figure 8
Location of San Marcos Site in
Southern California

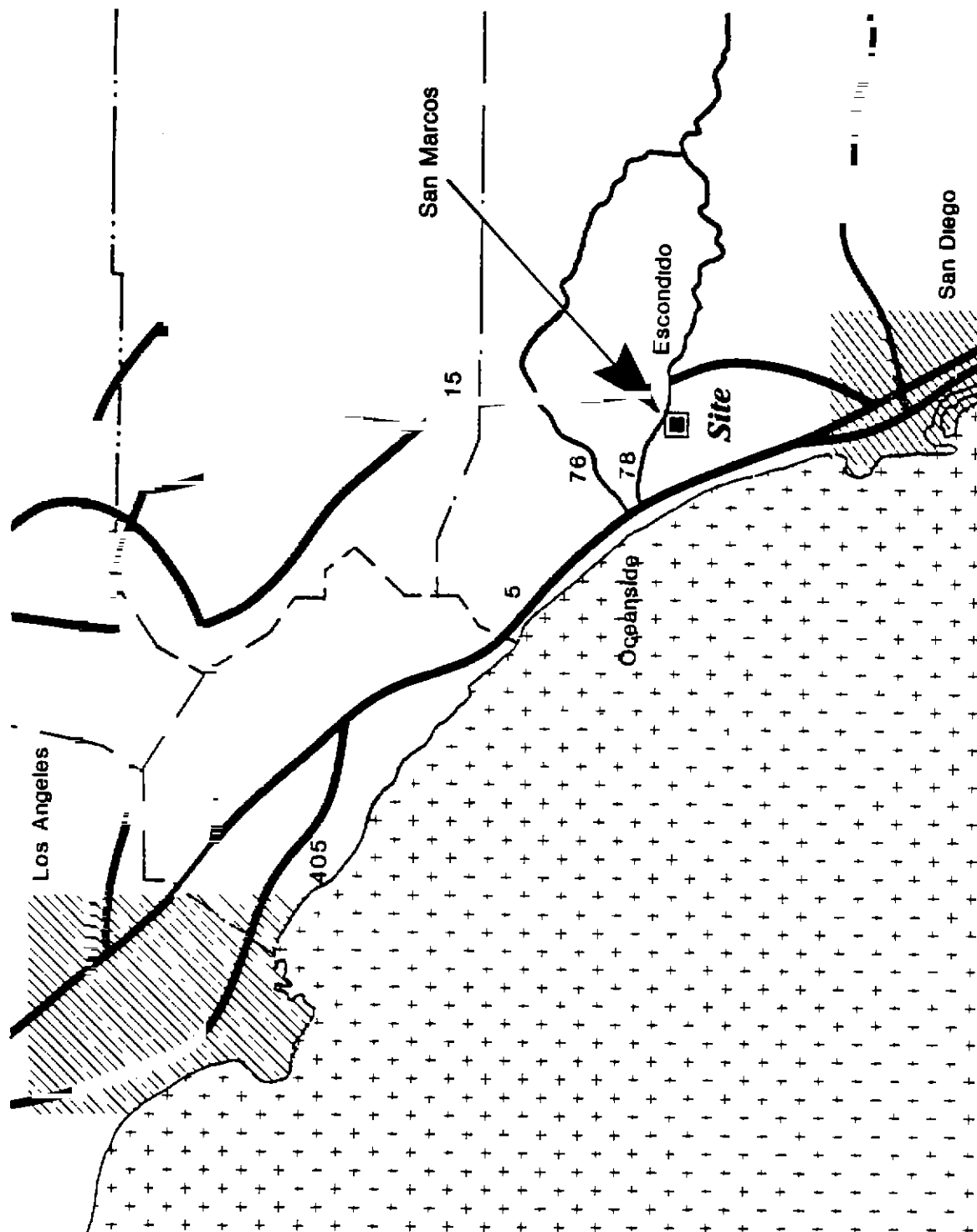
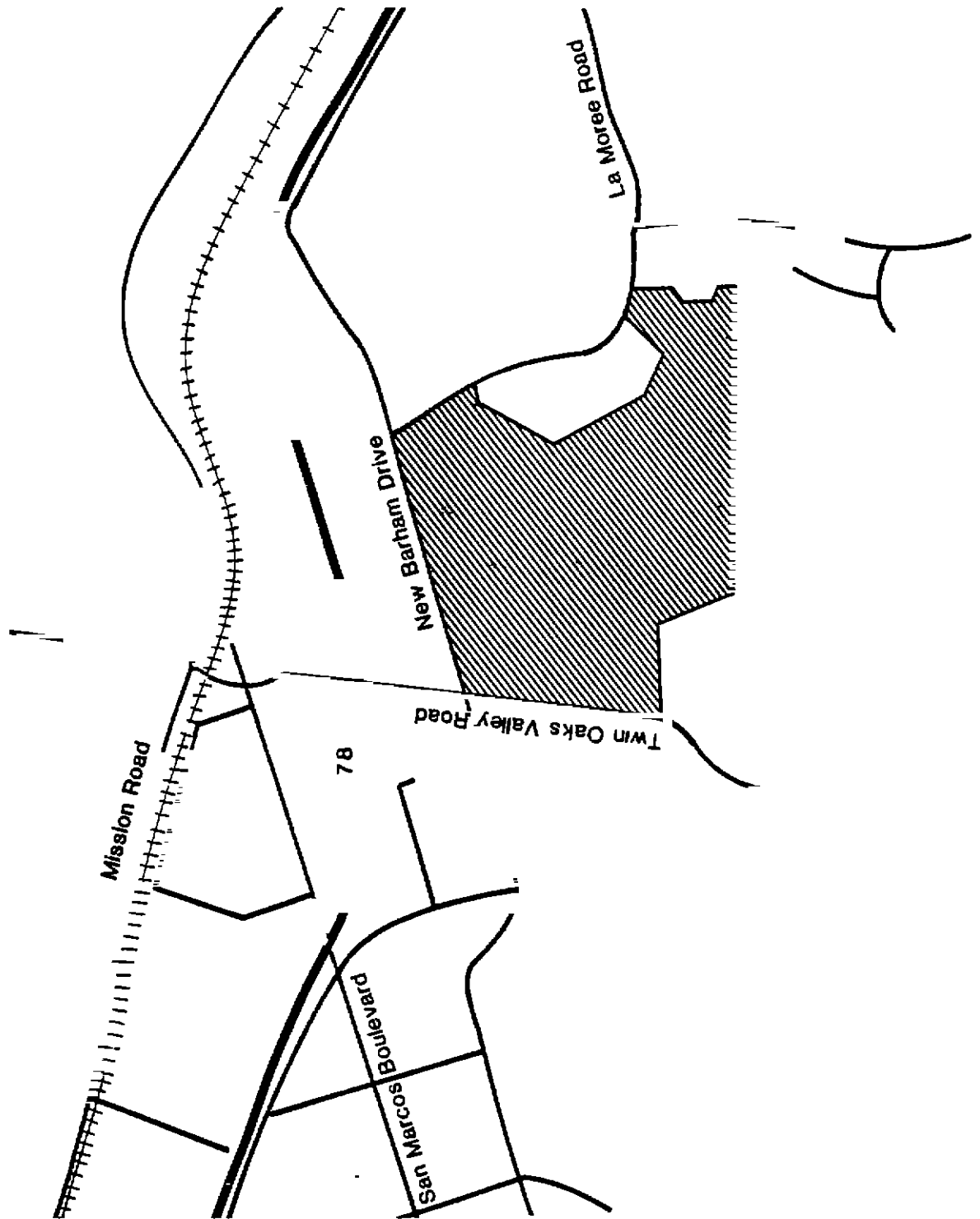


Figure 9
Location of San Marcos Site Within
the City of San Marcos



Physical, Social, and Demographic Characteristics: Definition of North County Service Area (Criterion #11)

The characteristics (physical, social, demographic, etc.) must be included

(This criterion is taken out of order because of the importance of the definition of the North County Service Area to the enrollment projections which are discussed in the next section)

As part of their report, "Demographic/Market Analysis for Off-Campus Center, San Diego State University, Northern San Diego County," Tadlock and Associates, Deems, Lewis and Partners (TADLP) defined a North San Diego County service area for purposes of higher educational needs. They developed a definition of the "North County Service Area" (NCSA), as shown in Figure 10, consisting of the northwestern portion of San Diego County plus parts of Orange and Riverside counties.

The North County Service Area definition figured prominently in both the original CSU proposal for permanent facilities for the North County Center ("San Diego State University, North County Proposal," June 1986) and in CPEC's response to that proposal ("Proposed Construction of San Diego State University's North County Center," December 1986). The definition is also used in the present report

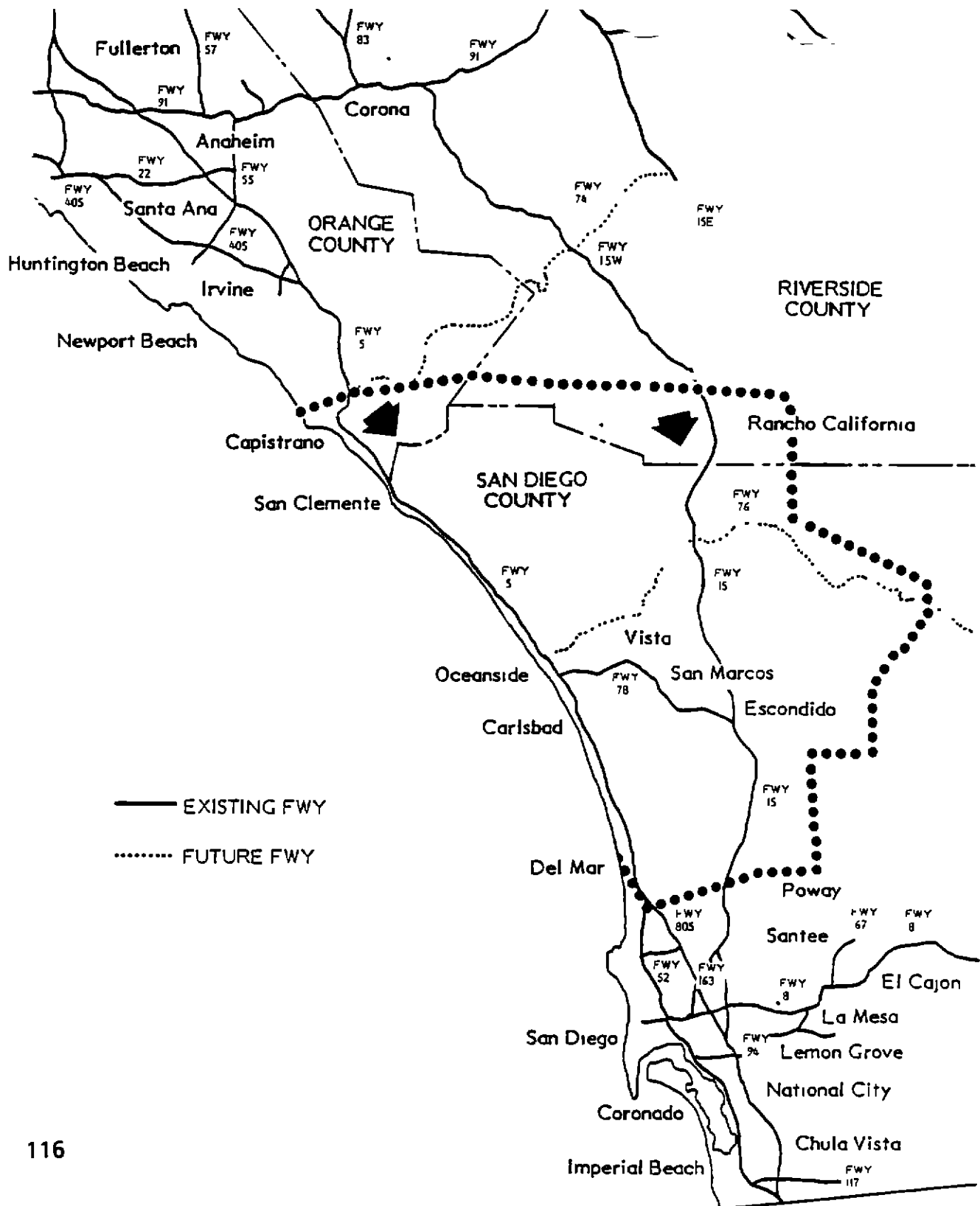
TADLP based their definition of the NCSA upon seven practical considerations: topography, area organization, sociological factors, transportation networks, economics, growth patterns, and educational services. The following discussion of each factor relies heavily upon both text and maps from TADLP's report (pages 4-16):

Topography The southern metropolitan area surrounding and including the city of San Diego comprises less than 10 percent of the county's total land area. Immediately north of the metropolitan area, south of the towns of Poway on the east and Del Mar on the west, is a broad section of rough terrain and canyons which forms an east-west belt. The Mira Mar Naval Air Station abuts this terrain near the Mira Mesa area, adding another low density buffer. With low population density and a minimal road system, this buffer belt (see Figure 11) separates the northern section of the county from the southern. The buffer belt emphasizes a split in the character of the county. To the north, the area is perceived as being one of open space and suburban neighborhoods, while south of the buffer an abrupt transition is made to the increased density of the metropolitan area

Transportation Networks The three major freeways that serve the North County area (see Figure 10) have played an important role in defining the region. These arteries have attracted substantial residential, commercial, and industrial development north of the San Diego metropolitan area because land has been available at lower prices than in the south. The three freeways are Interstate 5, extending north along the coast into Orange County; Interstate 15, an inland route traveling north into Riverside County, and Highway 78, providing an east-west link between I-5 and I-15 via San Marcos.

Area Organization City officials from areas north of the buffer belt meet as the Association of North County City Governments. The local Chambers of Commerce, the United Way, professional organizations, and service clubs follow much the same pattern.

Figure 10
Extended North County Service Area
 (TADLP, Figure 1B)



Sociological The residents of an area identify themselves with their own locale in a number of ways, such as where they choose to shop and where they choose to go to school. On a more intangible level, over time they develop their sense of belonging and participating along with their sense of proximity and association to other communities in the area. At times they even define their community by what it is not. For the North County residents (interviewed by TADLP) the metropolitan area to the south is distinctly *not* their service area.

Economics The availability of industrial and residential land in North County is a major source of the growth the region is experiencing. Community pride in this growth is evident in every city (although the city of Carlsbad has recently taken steps to restrict growth within its city limits). The region has successfully sought new industry. The result is a rapid in-migration of young adults to the growing job market. The businesses and industries in the area are seeking the ambience, services, and infrastructure that North County can provide (at least at this stage of its development) without the perceived disadvantages of the urban scene. The representatives of business and industry who were interviewed (by TADLP) made this point without exception. Figures 12 and 13 show industrial and commercial sites in the region.

Educational Services Figure 14 illustrates another characteristic of the NCSA, relatively few institutions of higher education compared to the metropolitan region to the south. There are two private four-year institutions (United States International University and National University) and three community college campuses (MiraCosta, Palomar, and Miramar) in the area. Two of the campuses, Miramar and USIU, are on the southern boundary of the southern transition zone. Saddleback, the closest community college in Orange County, is located in Mission Viejo, north of San Juan Capistrano along I-5. The closest community college in Riverside County is Mount San Jacinto near Hemet on Highway 79. Both are relatively remote from San Marcos.

Growth Pattern The NCSA has experienced a relatively rapid rate of population growth that is expected to continue into the future. San Diego County is projected to grow from 1.9 million individuals in 1980 to 3.2 million in 2010. The San Diego County components of the NCSA (North County East and West plus the Southern Transition Zone) are projected to grow from .5 to 1.4 million during the same period. Thus, the North County area will add almost a million new residents, accounting for slightly less than 70 percent of San Diego county's population growth projected during the period to 2010.

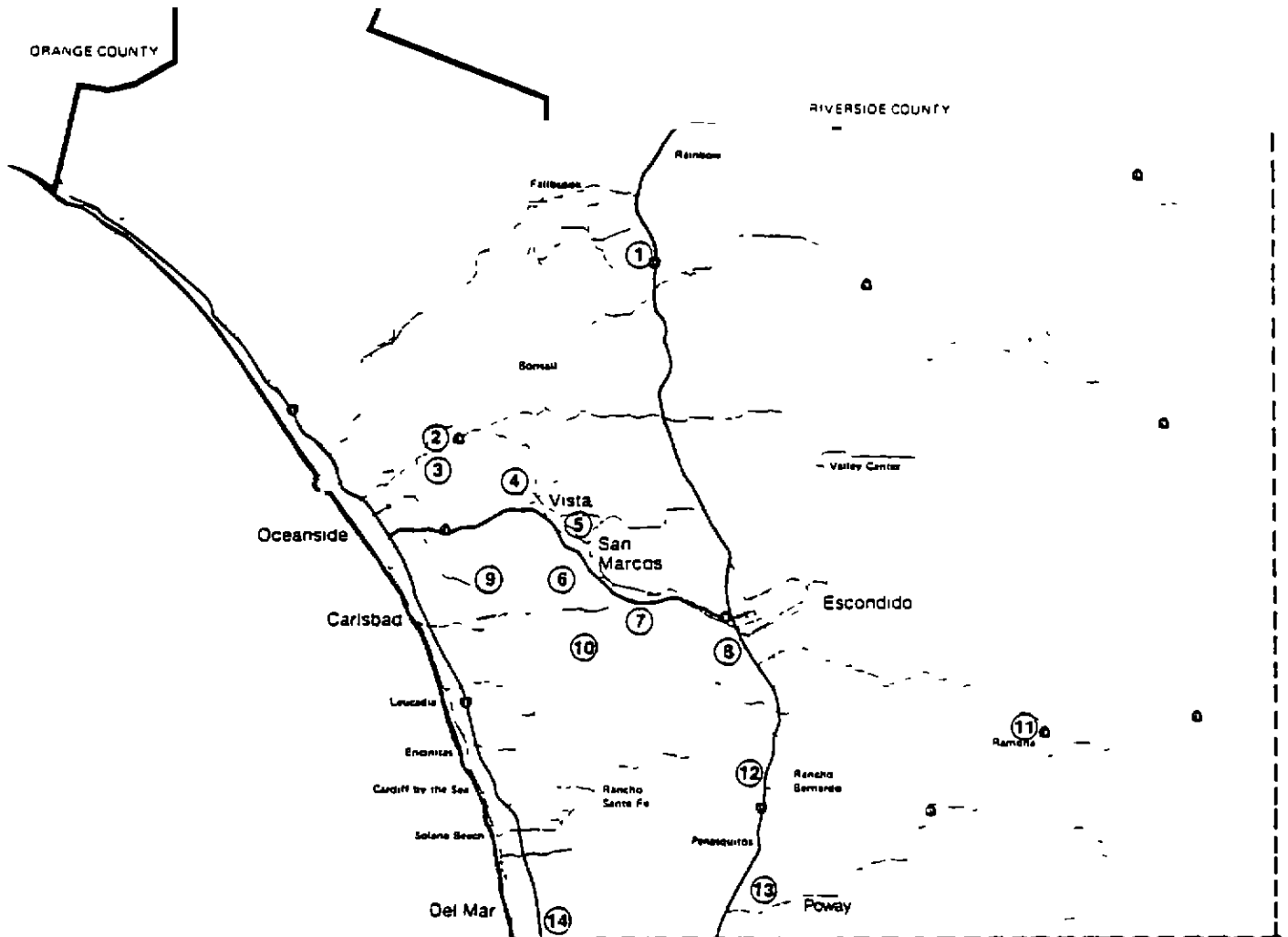
As will be seen in the next section, gross population projections alone are not a sufficient basis for enrollment projections. This growth pattern is, nevertheless, a remarkable one that underlies the enrollment projections. The growth conditions other aspects of this proposal. For example, the proposed site in San Marcos is situated such that the town will literally grow up around the campus, thus making it an integral, functional part of the community.

Figure 11
Buffer Belt
(TADLP, Figure 2)



Figure 12
Major Industrial Sites in North San Diego County
January 1983
(TADLP, Figure 3)

	Name	Location	Total Acres
1	Campus Park/Fallbrook	I-15 at Highway 76	481
2	Oceanside Airport/North River Road	Adjacent to Oceanside Municipal Airport; north of Mission Avenue Adjacent to proposed channel, south of North River Road	406
3	Oceanside/Rancho Del Oro	Along Oceanside Blvd from I-5 beyond Oceanside city limits to Vista	1,339
4	Oceanside Boulevard	North of Highway 78, west of Vista	170
5	Vista/Buena Creek	Along Highway 78 between Vista and San Marcos	174
6	Vista Business and Research Park	South Vista, adjacent to Sycamore Avenue	728
7	San Marcos	South of Hwy 78 between Rancho Santa Fe Rd and San Marcos Blvd	750
8	Escondido	South of Hwy 78, west of I-15	1,083
9	Carlsbad/Palomar Airport	Vicinity of Palomar Airport Rd and El Camino Real	2,933
10	San Marcos/Rancho Santa Fe Road	South and west of Highway 78	68
11	Ramona	West of Highway 78	157
12	Rancho Bernardo	West of I-15 at Rancho Bernardo Rd	646
13	I-15 Corridor/Poway	East of I-15, north and south of Poway Rd	311
14	North City West/Sorrento Hills	In the hills above Sorrento Valley, accessed by El Camino Real	692



17	Broadway Vista Center
18	Camino Town and Country
21	Flower Hill
24	La Costa Plaza
27	Midtown Plaza
28	Mission Center
29	Mission Square
30	Old Poway Village
32	Plaza of the Four Flags
33	Rancho Bernardo Town Center
40	The Vineyard

4	Escondido Village Shopping Center
12	Plaza Camino Real
15	North County Fair

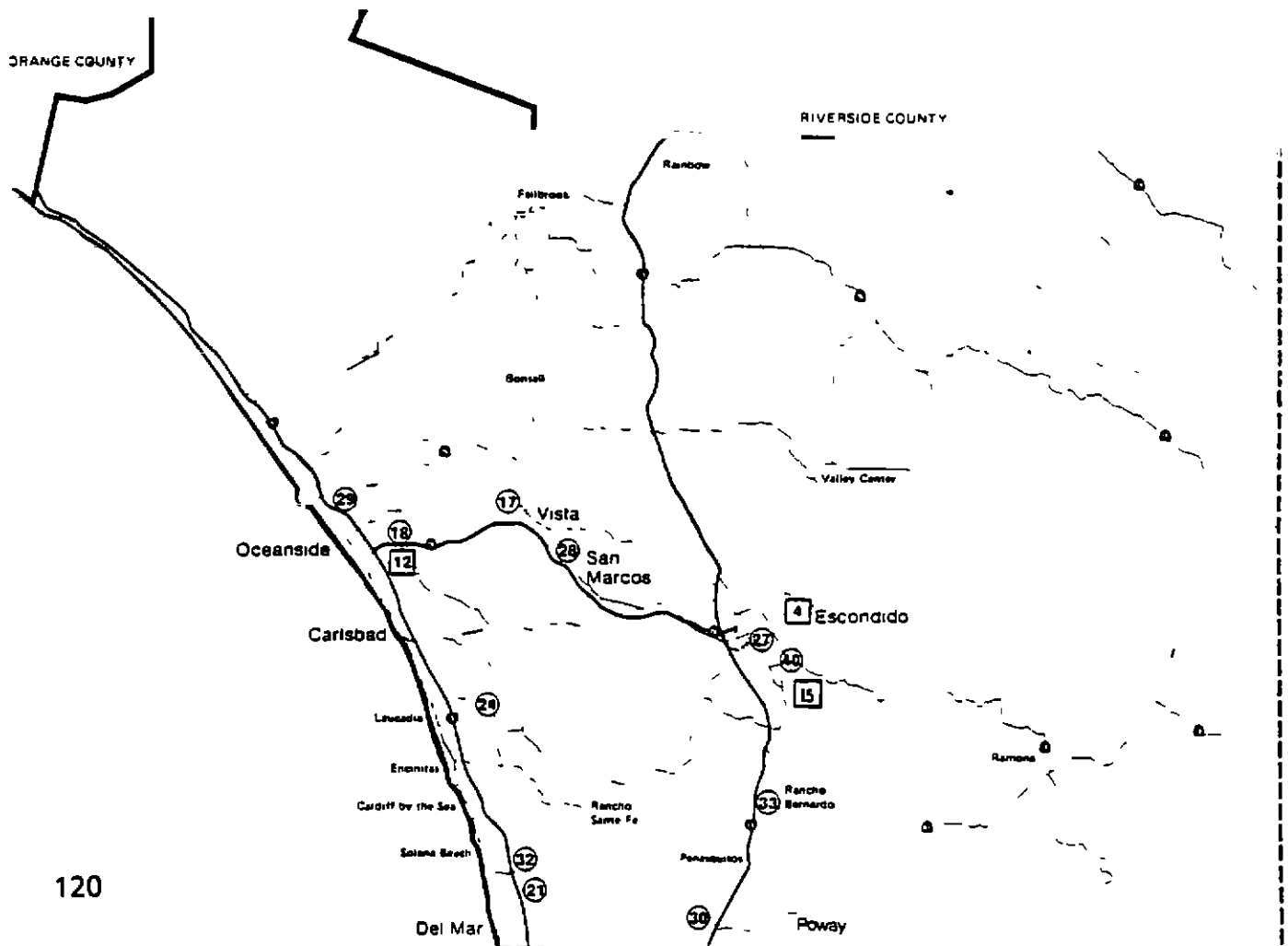
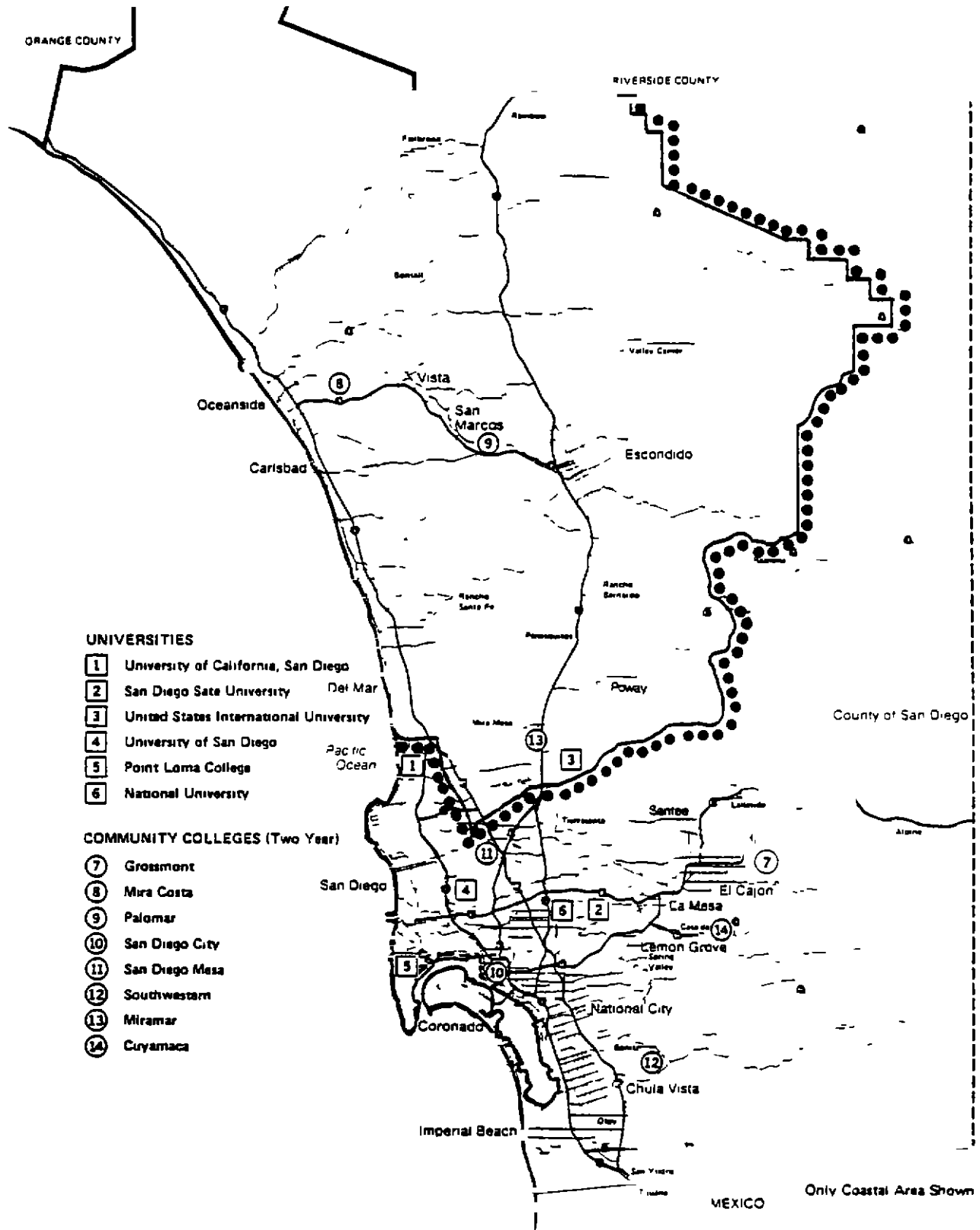


Figure 14
Universities and Community Colleges in San Diego County
(TADLP, Figure 5)



Enrollment Projections (Criterion #1)

Enrollment projections should be sufficient to justify the new campus. For the proposed new campus and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrollment projections must be included in any needs study

Enrollment projections for a full-service campus at San Marcos are based upon three factors: (1) population projections for the local region, (2) participation rates which convert population projections to headcount enrollment projections, and (3) student workload factors which convert headcount enrollments to full-time equivalent (FTE) students. Each of these factors is discussed below. (Because of differing situations with respect to data availability, the projections will be made in two parts: through the year 2000 and from 2000 to 2020.)

Projections to 2000

It is necessary to recognize that the projections for this period involve two separate and distinct questions. (1) Given the existing and projected population base for the NCSA, what enrollments could be reasonably projected, assuming the existence of a mature, full-service campus? (2) Given that the NCC is not now and never has been a full-service campus, what is a reasonable planning assumption that projects enrollment from what it is now at the NCC to what it would be at a full-service campus at some point in the future? This second question raises policy issues (such as when to start admitting lower division students, when full-service status should be recognized, when additional facilities should be budgeted, etc.) that go beyond the projections based upon population, participation rates, and student workload.

In making the enrollment projections to the year 2000 for a full-service campus, substantial reliance is placed upon other recent projections of enrollments in North San Diego County. Both CSU and CPEC made enrollment projections for the North County Center proposal ("San Diego State University, North County Proposal," August 1987 and "Proposed Construction of San Diego State University's North County Center," December 1987, respectively).

These previous projections were limited to "upper division" (juniors plus seniors) and "graduate" (postbaccalaureate plus graduate) enrollments for the North County Center. Projections for a full-service campus extend this previous work by adding "lower division" (freshman and sophomore) enrollments to obtain a grand total.

Population Projections: Both of the previous studies mentioned above relied upon the North County Service Area as defined by TADLP as a reasonable definition of the geographic region from which an off-campus center in San Marcos would draw local (commuter) students. Even though the motivation to attend a full-service campus might be stronger than the motivation to attend an off-campus center, the NCSA so thoroughly encompasses the local population concentration that there is good reason to continue to use it as the population base that will provide the local enrollments for a full-service campus

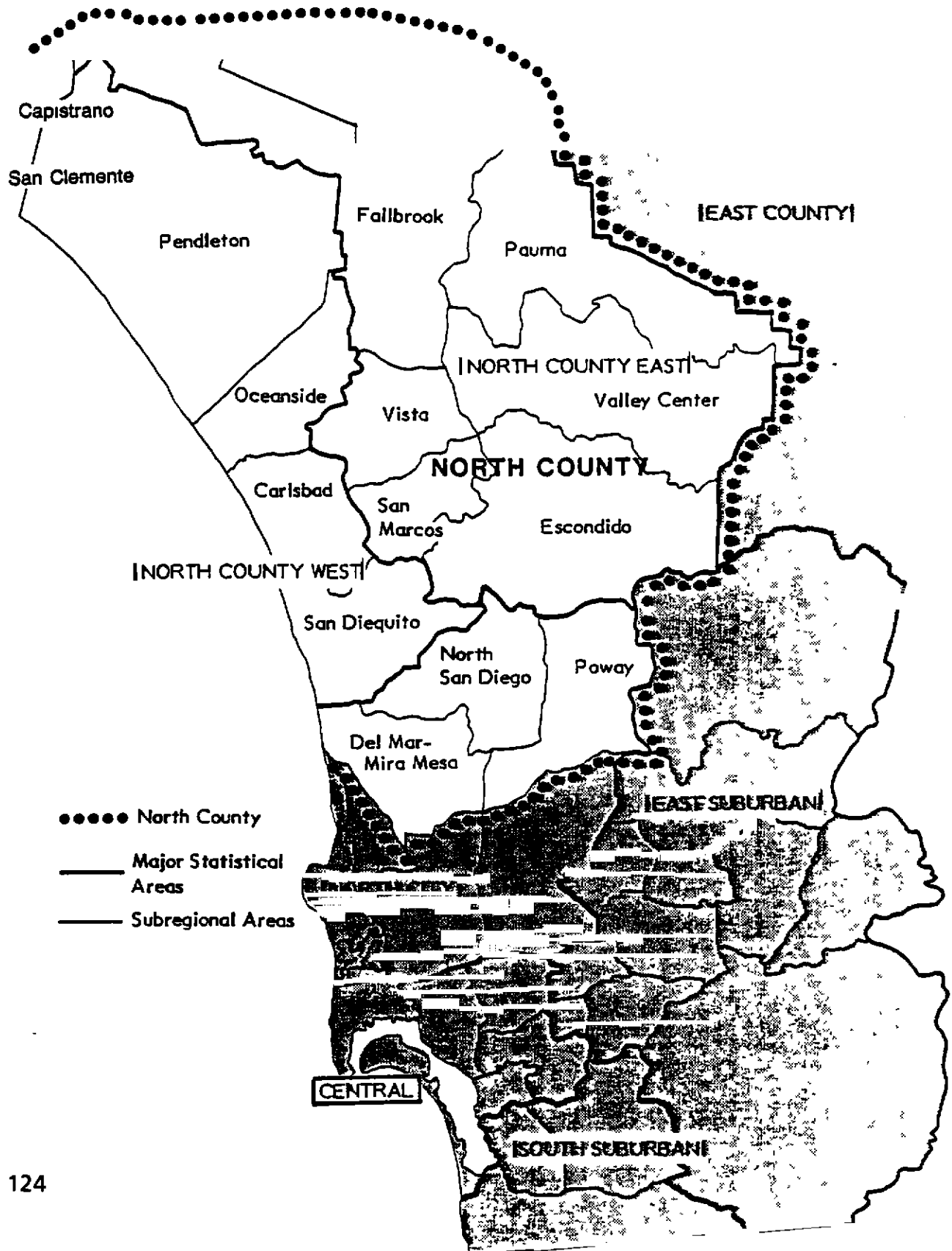
Population projections for San Diego County are made by the Population Research Unit of the Department of Finance. Sub-county projections are made by the San Diego Association

of Governments (SANDAG) for tracts that comprise the county's major statistical areas within the North County Service Area as shown in Figure 15.

Within the NCSA three sub-regions were recognized: (1) the area closest to the San Marcos site consisting of the Major Statistical Areas (MSA) North County East and North County West, (2) a Southern Transition Zone consisting of three tracts in North City MSA (Del Mar/Mira Vista, North San Diego, and Poway), and (3) a Northern Transition Zone, including the population centers of San Clemente/Capistrano along I-5 in Orange County and Rancho California along I-15 in Riverside County. The rationale for the transition zones is that students in these zones could reasonably choose to commute to either a campus in San Marcos or other CSU campuses to the north or the south.

Both the Department of Finance and SANDAG provide periodic updates of their population projections. SANDAG is in the process of updating their Series 6 regional growth forecasts (SANDAG, Board of Directors, Agenda Report R-102, Series 7 Regional Growth Forecast, Subarea Forecast, Preliminary, November 20, 1987). Final, updated (Series 7) projections are expected sometime during the Summer of 1988. Age specific sub-regional forecasts will not be available until after the overall projections are approved. (It appears that the Series 7 projections will not be very different from Series 6.)

Figure 15
San Diego County Statistical Areas
 (TADLP, Figure 1)



Consequently, the Series 6 population projections are the most recent available at this time. They serve as the basis for the enrollment projections contained herein. The California Postsecondary Education Commission based their projections of the North County Center on these same Series 6 projections. Table 11 shows the Series 6 projections for the county's Major Statistical Areas. County projections made by the Department of Finance are also shown at the bottom of Table 11. It is worth noting that the SANDAG projections are somewhat less than those made by the Department of Finance. (Both Tables 11 and 12 were adapted from the CPEC report on the North County Center.)

Table 11
Population Projections for Major Statistical Areas of
San Diego County, 1985-2000

Major Statistical Area	1985	1990	1995	2000	% Change 1985-2000
Central	536,450	521,917	526,298	527,001	-1.8
North City	489,985	549,835	597,891	646,888	32.0
South Suburban	214,708	271,442	303,257	334,327	55.7
East Suburban	372,986	412,035	441,547	464,908	24.6
North County West	231,646	278,843	320,357	358,425	54.7
North County East	<u>222,186</u>	<u>283,228</u>	<u>318,385</u>	<u>347,116</u>	<u>56.2</u>
County Total (SANDAG, Ser 6)	2,083,373	2,355,100	2,526,835	2,699,465	29.6
County Total (Dept. of Finance, 86 P-3)	2,131,603	2,387,842	2,630,296	2,852,513	33.8

Adapted from CPEC, "Proposed Construction of San Diego State University's North County Center," page 16

Table 12 shows the derivation of the population estimates for the North County Service Area for 1990, 1995, and 2000. The entire population of the Major Statistical Areas North County East and West is included. For the Southern Transition Zone, situated as it is midway between the San Marcos site and San Diego State, only half of the population is counted, on the rationale that students could be expected to attend either campus. The total of the two (North County East and West plus one-half of the Southern Transition Zone) is then adjusted upward by 8 percent to recognize that some students will be attracted from the Northern Transition Zone in the southern parts of Orange and Riverside counties. It is necessary that the population projections be separated into age groups because the different age groups have very different participation rates in higher education.

Participation Rates: Participation rates are an indication of how many students are likely to attend a particular campus (or off-campus center) from a given population group. The basic problem with making enrollment projections for a new campus is that it requires making projections of behavior that has not yet been observed precisely because the campus does not exist.

Table 12

Population Projections for North County Service Area, 1990, 1995, 2000

Age Category	1990	1995	2000
North County East and West			
19 and less	147,397	162,137	172,953
20-24	51,389	53,276	56,576
25-29	45,781	47,027	48,282
30-34	46,715	49,844	50,170
35 and more	<u>270,793</u>	<u>326,455</u>	<u>377,568</u>
Total	562,075	638,739	705,549
Southern Transition Zone (reduced by 50 %)			
19 and less	32,015	37,170	42,626
20-24	6,525	7,166	8,219
25-29	8,851	9,489	10,400
30-34	12,571	13,962	15,023
35 and more	<u>45,348</u>	<u>57,154</u>	<u>69,853</u>
Total	105,310	124,941	146,121
Total North County Service Area (includes 8 % for Northern Trans. Zone)			
19 and less	193,765	215,252	232,825
20-24	62,547	65,277	69,979
25-29	59,003	61,038	63,377
30-34	64,029	68,910	70,408
35 and more	<u>341,432</u>	<u>414,297</u>	<u>483,215</u>
Total	720,776	824,774	919,803

Adapted from CPEC, "Proposed Construction of San Diego State University's North County Center," page 16

In their report on the North County Center, CPEC proposed an imaginative approach to this problem. They estimated participation rates by age and level of student at five of the smaller CSU campuses. These rates were then applied to the NCSA population projections to obtain NCSA enrollment projections. Thus, observed behavior in areas of the state that do have full-service campuses was used in place of the behavior that does not yet exist. Pooling the data from five campuses was reasonable because it tends to average unusual characteristics of any particular campus. Using smaller campuses was also reasonable because no matter what ultimately occurs at San Marcos, the institution must be a small campus before it becomes a large one.

The five campus approach developed by CPEC is used here to derive a set of age specific participation rates to apply to the NCSA population projections. The five campuses are: Bakersfield, Humboldt, San Bernardino, Sonoma, and Stanislaus.

The rates were estimated as follows: enrollments of local students at the local campus were tabulated for each campus by age and level of student for Fall 1987. The enrollment categories were then summed for all five campuses to obtain pooled enrollments of local students by age and level of student. Similarly, age specific population data were obtained for each county for 1987 (the campuses have the same names as the counties, except for CSU, Bakersfield, which is located in Kern County). The county population data were then summed to obtain pooled population by age category. The participation rates are the ratios of the pooled enrollment data to the pooled population data. The pooled data and the rates are shown in Table 13.

Table 13

**Participation Rates Based on Pooled Data from Five
CSU Campuses and Five California Counties, Fall 1987**

Age Category	Five County Population	Lower Division		Upper Division		Graduate	
		Enrollment	Rate	Enrollment	Rate	Enrollment	Rate
15-19	190,481	1,708	8.97	12	0.06	0	0.00
20-24	209,969	1,343	6.40	2,868	13.66	395	1.88
25-29	208,642	327	1.57	1,664	7.98	1,107	5.31
30-34	219,823	249	1.13	1,324	6.02	1,119	5.09
35 +	1,028,008	368	0.36	2,009	1.95	2,549	2.48
Total	1,856,923	3,995	2.15	7,877	4.24	5,170	2.78
Average student workload		12.50 units		11.61 units		7.94 units	

Notes: Lower division includes freshmen and sophomores. Upper division includes juniors and seniors. Graduate includes postbaccalaureate and graduate students. The participation rates are shown here as students per 1,000 of population.

Sources: County population data for 1987 are from the Baseline 86 estimates of the Department of Finance. Student enrollment data were extracted from the CSU, "Enrollment Reporting System — Students" file for Fall 1987. The individual campus and county data that underlie this table are provided in Appendix E.

These participation rates apply to local students at the local campus. The students that were included in the enrollment totals in Table 13 were Kern County "residents" attending CSU, Bakersfield, Humboldt County residents attending Humboldt State, etc. Students were classified as "local" to a particular campus if they were a U.S. citizen and indicated a permanent residence in the county where the campus is located at the time of application (or reapplication) for admission, or if they were non-citizens with resident alien or refugee status. The rationale for including the non-citizens as local is that those with resident alien or refugee status are likely to be permanent residents of the country and can reasonably be treated as part of the local population base. (The analogue for U.S. citizens is the young adult who moved to the county from Iowa three years ago to take a job with an electronics

firm and then enrolls in a graduate degree program. According to the selection rule above, this individual would be — correctly — counted as a local student.)

Student Workload Factors: The last of the three factors necessary to make enrollment projections is a measure of student workload. Data on workload are given in the last line of Table 13. The workload factor is the ratio of average student workload to 15 units (which represents one FTE). Thus, a 12.50 unit load for lower division students represents a factor of .833 FTE. The average workload of 11.61 for upper division students gives a factor of .774 FTE; the graduate workload of 7.94 units gives a factor of .529 FTE.

Enrollment projections of local students attending a full-service campus at San Marcos for 1990, 1995, and 2000 are obtained by applying the participation rates from Table 13 to the NCSA population projections from Table 12. The results are shown in Table 14. The local headcount enrollment projections are then used to project total FTE, as shown in Table 15, in two steps: local enrollment is assumed to be 85 percent of total enrollment, out-of-area enrollments are calculated as 15 percent of the total. Enrollments are converted to FTE by applying the student workload factors given above.

The assumption that out-of-area enrollment comprises 15 percent of total enrollment is conservative for the CSU. Appendix F shows the proportions of local enrollments, as defined for purposes of this study, for the five campus sample. The proportion of out-of-area students is 44 percent. If Humboldt State, the campus with the highest proportion of out-of-area enrollments, is excluded, the proportion is 38 percent.

Table 14

**Local Headcount Enrollment Projections for a
Full-Service Campus at San Marcos, 1990-2000**

Age Category	NCSA Population	Lower Division	Local Enrollment		Total
			Upper Division	Graduate	
1990					
0-14	144,453				
15-19	49,312	442	3	0	445
20-24	62,547	400	854	118	1,372
25-29	59,003	93	471	313	877
30-34	64,029	72	385	326	783
35 +	<u>341,432</u>	<u>123</u>	<u>666</u>	<u>847</u>	<u>1,636</u>
Total	702,776	1,130	2,379	1,604	5,113
1995					
0-14	161,305				
15-19	53,947	484	3	0	487
20-24	65,277	418	892	123	1,433
25-29	61,038	96	487	324	907
30-34	68,910	78	415	351	844
35 +	<u>414,297</u>	<u>149</u>	<u>808</u>	<u>1,027</u>	<u>1,984</u>
Total	824,774	1,225	2,605	1,825	5,655
2000					
0-14	172,485				
15-19	60,339	541	4	0	545
20-24	69,979	448	956	132	1,536
25-29	63,377	100	506	337	943
30-34	70,408	80	424	358	862
35 +	<u>483,251</u>	<u>174</u>	<u>942</u>	<u>1,198</u>	<u>2,314</u>
Total	919,803	1,343	2,832	2,025	6,200

Note NCSA population is from Table 12 (the 0-14 population was separated based on more detailed data from SANDAG); participation rates are from Table 13

Table 15

**FTE Projections for a Full-Service Campus
at San Marcos, 1990-2000**

Year	Local FTE			Out-of-Area FTE	Total FTE	
	LD	UD	GD		Fall	Academic Year
1990	941 (1,130)	1,841 (2,379)	849 (1,604)	642 (902)	4,273 (6,015)	4,188
1995	1,020 (1,225)	2,016 (2,605)	965 (1,825)	711 (998)	4,712 (6,653)	4,618
2000	1,119 (1,343)	2,192 (2,832)	1,071 (2,025)	779 (1,094)	5,161 (7,294)	5,058

Notes: The figures in parentheses below the FTE values are headcount enrollment

The FTE values were obtained by applying average student workload factors derived from Table 13. The factors are as follows. lower division 833 FTE, upper division 774 FTE, graduate 529 FTE. The average workload for all students in the five campus sample was 10.88 units per student or 712 FTE. this factor was used to project out-of-area FTE

Out-of-area enrollment is calculated as 15 percent of total enrollment

Academic year FTE is 98 percent of Fall term

(The projections for upper division plus graduate enrollments and FTE shown here in Tables 14 and 15 differ from those shown in CPEC, "Proposed Construction of San Diego State University's North County Center," December 1986, pages 17-22. The difference arises because their participation rates were erroneously calculated based upon upper division students only. See the letter in Appendix G on this topic from William Storey to John Smart.)

Projections 2000 to 2020

Extended enrollment projections are possible. They are hampered, however, by the fact that SANDAG's age specific population projections end at the year 2000. Another complication is that as the San Marcos campus grows beyond 5,000 FTE it will eventually cease to be a small campus, thus making it inappropriate to use participation rates based upon five of the smaller CSU campuses.

A projection for the year 2020 is made by assuming that San Marcos will be a "large" campus by then. Additional assumptions are made regarding growth of the NCSA population, participation rates, and student workload. The specific assumptions and the calculations are outlined in Table 16.

Table 16

**Enrollment and FTE Projections for 2020 for a
Full-Service Campus at San Marcos, Assumptions and Calculations**

1. San Diego County's population 18-64 is projected to grow 23 percent between the years 2000 and 2020 (Department of Finance Baseline 86 projection).
2. The NCSA "15 and over" population is projected to be 747,318 in 2000 (see Table 14) Applying the 23 percent rate of increase to the NCSA population gives a projection of 918,902 for 2020.
3. The average local participation rate (defined in a manner analogous to the participation rates in Table 13) for California State University, Fullerton and San Diego State University in 1980 was 12.53 students per 1,000 of county population (CSU Statistical Reports #8 and #10, 1980).
4. Applying this "large campus" participation rate to the projected 2020 NCSA population generates a local enrollment value of 11,514.
5. If local enrollment represents 63 percent of the campus total (this was the average ratio at Fullerton and San Diego in 1980), total headcount enrollment would be 18,276
6. Assuming an average student workload of 11.4 units (the average for the system in 1987) gives a workload factor of .76 FTE per student. Applying this factor to the total enrollment value gives a projection of 13,890 FTE for Fall term 2020. Academic year FTE is estimated as 98 percent of Fall term, or 13,612 FTE.

California State University, Fullerton and San Diego State University were used as the basis for the "large campus" participation rates because they are geographically the closest CSU campuses to San Marcos. The rates were calculated based upon 1980 data to remove the effect the "topping out" of San Diego State has its participation rate (as local population grows, its participation rate declines).

The resultant projection of 18,276 students and 13,612 FTE in 2020 is an indication of the long-run potential of San Marcos. It is fully consistent with its Master Plan ceiling of 25,000 FTE. These enrollments may be reached sooner if population growth occurs more rapidly than projected or later if, for some reason, population growth falters.

Interpretation of the Projections

The projections from Tables 15 and 16 are combined in Table 17 and illustrated in Figure 16.

The FTE projections through 2000 are made as though a smaller, mature, full-service campus had existed in San Marcos for some time. The student participation rates and workload factors represent observed behavior (from the five campus sample) where potential students know of the campus and have access to a wide range of degree programs at both the undergraduate and graduate levels.

Since there is not a full-service campus in San Marcos, it is necessary to provide some connection between the full-service enrollment projections and the reality of the North County Center. The North County Center (NCC) reported 489 FTE for 1987-88. The current CSU budget projection ("allocation") for the NCC for academic year 1990-91 is 1,000 FTE (CSU, "Proposed Allocations of CSU Annual Full-Time Equivalent Students," AS memo 88-03, February 22, 1988).

The difference between the 1990-91 budget projection of 1,000 FTE and the full-service campus projection of 4,188 FTE represents an estimate of the additional FTE that would have been generated had a full-service campus been built in San Marcos several years ago. But a full-service campus was not built; the North County Center was started instead. One interpretation of the difference is that the actual budget projection of 1,000 FTE for 1990-91 is about 23.9 percent of the budget projection *that would have been made had a full-service campus been approved earlier*. If a full-service campus is approved at some time in the future, the actual budget projections would grow, over a period of several years, to reflect the transition from the NCC to a full-service campus.

These ideas are illustrated in Figure 16. The uppermost line for the period 1987-2000 represents the academic year FTE projections for a full-service campus from Table 15. The lower line on the left is the projected budget FTE for NCC through 1994-95. The line that connects the two, from lower left to upper right, is denoted as "phased growth" FTE. This "phased growth" FTE represents the transition from the NCC to a full-service campus. It coincides with budget FTE (for the NCC) until 1993-94, when it separates and increases to meet the full-service campus FTE projection in the year 2000. The "phased growth" projection of 2,858 FTE for 1995-96 represents 61.9 percent of the full-service campus projection of 4,617 FTE. The value 61.9 is midway between 23.9 percent (the share budget represents of full-service projection in 1990-91) and 100 percent (budget is assumed to be 100 percent of the full-service projection in 2000-01).

The "phased growth" FTE projection is based upon several assumptions: (1) Lower division students will not be admitted until 1995-96, three years after the NCC has occupied its permanent facilities. (2) A full-service campus would come into operation some time after 1992-93. (3) Local participation rates would increase with the admission of lower division students and as the campus fleshed out its array of academic programs, thus becoming more attractive to students. (4) Out-of-area participation would increase as the campus grows and knowledge of it spreads among the group of potential students. (5) Finally, if a full-service campus begins operation at the NCC site in the mid-1990s, the phase-in would be essentially complete by the year 2000.

The projections for years 2005, 2010, 2015, and 2020 are also shown in the "phased growth" column of Table 17. These projections were obtained by simply "stepping back" the 2020 projection from Table 16 to meet the projection for the year 2000. These projections also represent a "phased growth" process, except here the phase-in is from a small campus to a large one.

The CSU enrollment projections for a full-service campus at San Marcos are shown in Table 17 in the "phased growth" column.

The problem of scheduling additional capacity space to be available after 1992-93 merits discussion before leaving the topic of enrollment projections.

Table 17

San Marcos FTE Projections, Academic Year

Fiscal Year	Budgeted FTE (NCC)	Phased Growth FTE	Full-Service FTE	Ratio Phased Growth to Full-Service
87-88	489*			
88-89	800	800		
89-90	1,000	1,000		
90-91	1,000	1,000	4,188	23.9 %
91-92	1,300	1,300		
92-93	1,700	1,700**		
93-94	1,800	2,089		
94-95	1,800	2,478		
95-96		2,858***	4,617	61.9
96-97		3,298		
97-98		3,738		
98-99		4,178		
99-00		4,618		
00-01		5,058	5,058	100.0
<hr/>				
05-06		7,917		
10-11		9,335		
15-16		11,474		
20-21		13,612		

*Reported, 473.2 FTE in Fall, 504.3 in Spring term, personal communications from Richard Rush, Dean NCC, February 2 and April 8, 1988

**Occupancy date for permanent facilities

***Earliest date to admit lower division students

Sources: NCC Budgeted FTE, "Proposed Allocations of CSU Annual FTE," AS 88-03. Full-service campus projections for 1990 through 2000 are from Table 15; projections for 2005 through 2020 are based upon Table 16. All projections are stated in terms of academic year rather than Fall term (AY is 98 percent of Fall). The "phased growth" projection is equal to NCC budgeted FTE until 1993-94 when it starts to increase to reach 2,858 in 1995-96. This latter value was calculated as 61.9 percent of the full-service campus projection of 4,617. The 61.9 value represents the average of 23.9 percent (the ratio of budgeted to full-service in 1990-91) and 100 percent (in 2000 when budgeted and full-service are assumed equal).

Figure 16
San Marcos FTE Projections

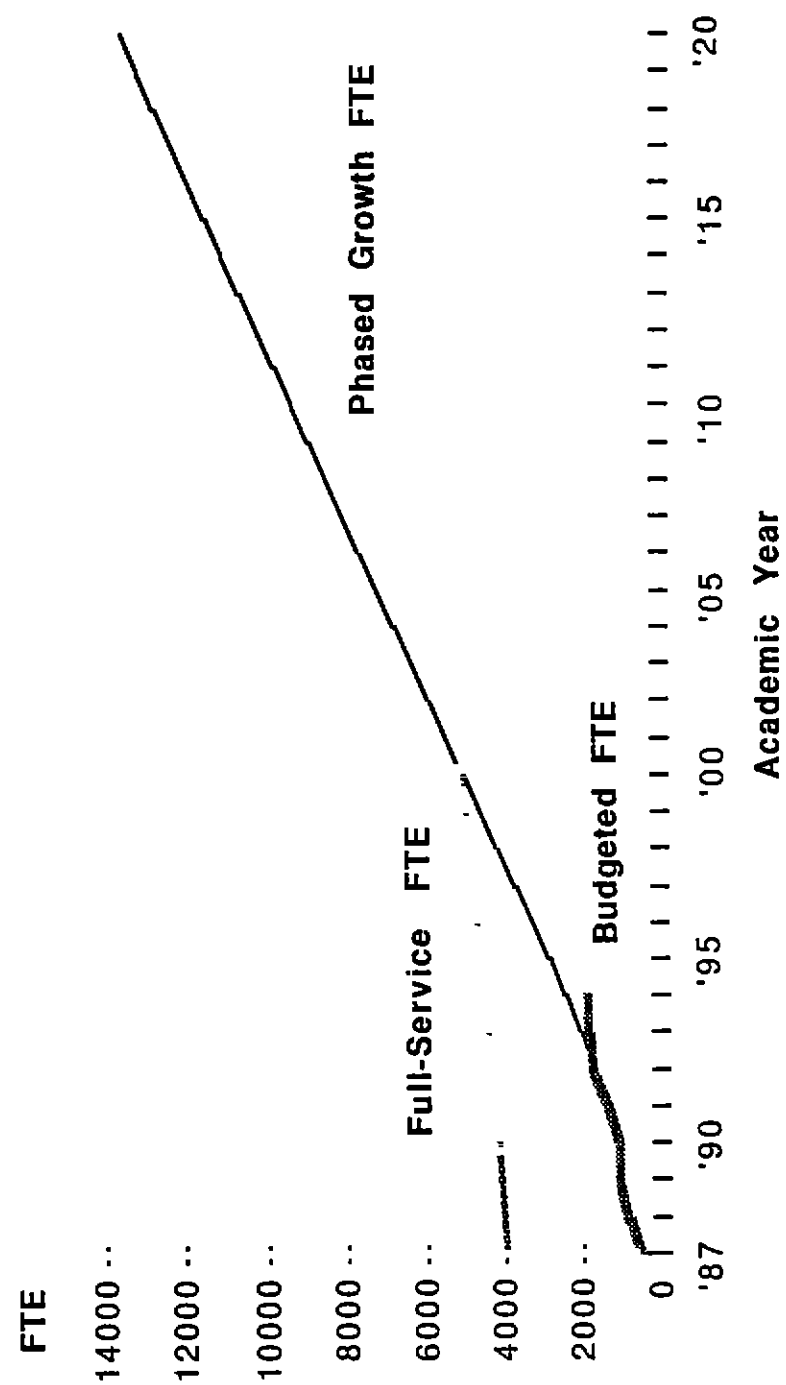
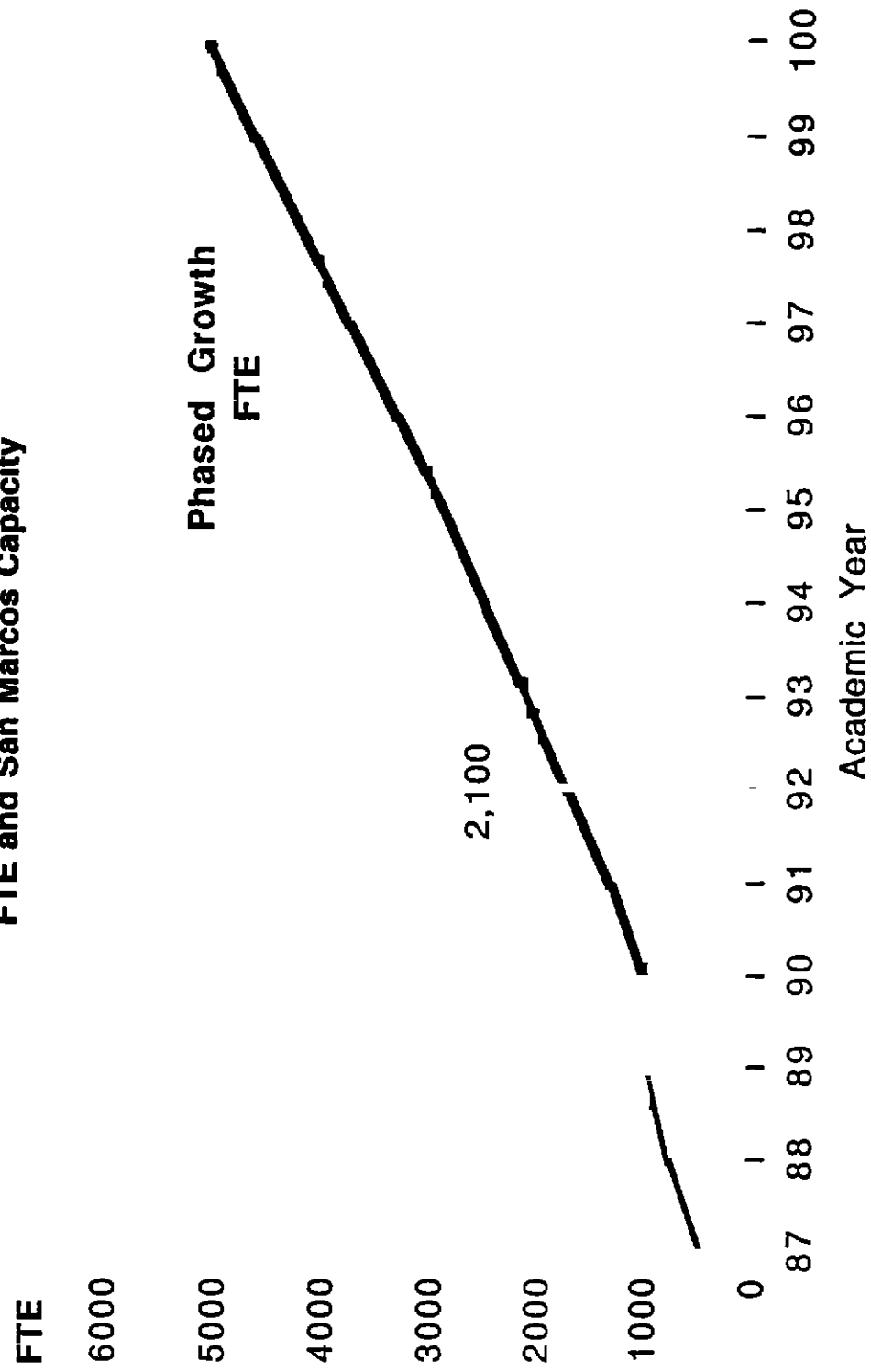


Figure 17 shows the same "phased growth" FTE for 1987-2000 as in Figure 16. The availability of permanent facilities at the NCC, with a target occupancy date of 1992, is also shown in Figure 17. The facilities have a capacity of 2,000 FTE. The horizontal line is drawn in Figure 17 to represent an overall capacity of 2,100 FTE (assuming about 5 percent of total FTE does not require capacity space)

As seen from Figure 17, by 1995 the "phased growth" FTE (of 2,858) exceeds overall capacity by a substantial margin (758 FTE or 36 percent of projected capacity). A new building should be planned to be available in 1995, if the campus is to achieve its projected enrollment. Based on the standard five-year capital outlay budget cycle, the building should be proposed in the 1990-91 Capital Outlay Budget. Initial preparation of this budget begins in January-February 1989. (The Trustees' 1990-91 budget request is approved in November 1989; the Governor's Budget is released in January 1990.)

The conclusion is that planning should begin during 1988, if additional facilities are to be available in 1995.

Figure 17
FTE and San Marcos Capacity



Consideration of Alternatives (Criterion #2)

Alternatives to establishing a campus must be considered. These alternatives must include: (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses; and/or the increased utilization of existing campuses

Off-Campus Center Alternative

An off-campus center has been proposed and approved for the San Marcos site. The North County Center of San Diego State University has been in operation since 1979. It is scheduled to begin operation in permanent facilities in 1992. The enrollment projections for the North County Service Area are more than sufficient to justify a full-service campus in the region; an off-campus center would be inadequate.

Expansion of Existing Campuses and/or Increased Utilization of Existing Campuses Alternative

San Diego State University is the only CSU campus in the region. It is budgeted now at its Master Plan enrollment ceiling of 25,000 FTE (see Table 6). Over 40,000 individuals are currently associated with the campus operation (36,000 full- and part-time students, 2,700 full- and part-time faculty and over 1,400 support staff and administrators). Congestion in the neighborhood of the campus has become a serious concern to the community. The campus is essentially land-bound and built-out. Neither expansion nor increased utilization is a viable alternative at SDSU.

As shown in Table 6, however, all other CSU campuses do have expansion capacity (in the sense of vacant land that could accommodate new facilities) and some have existing capacity beyond their current budgeted FTE. The question arises as to whether NCSA residents might be expected to attend a CSU campus elsewhere in the state as an alternative to building a new campus at San Marcos.

A response to this question requires an examination of some characteristics of the NCSA prospective students. Table 14 provides local (NCSA) headcount enrollment projections for the full-service campus. The projection for 2000 is the most relevant because it represents enrollment after a phased expansion to a full-service campus. Age is the relevant characteristic

In particular, age is a good proxy for the mobility of these prospective students. An individual is most mobile for educational purposes during the traditional college-going ages of late teens to early twenties. After that, work and family responsibilities tend to make relocation for educational purposes less desirable and in many cases impossible for the older individual. The "Total" column for the year 2000 in Table 14 projects 4,119 student enrollments 25 and older (66 percent of the total). The 30 and older age group accounts for 3,176 students (51 percent of the total)

Based upon these data, it is reasonable to expect that somewhere between half to two-thirds of prospective NCSA students in 2000 would not be able to relocate for educational purposes. The alternative of expecting prospective NCSA students to go elsewhere will fail to meet the educational needs of a large number of individuals.

The mission of the CSU is to provide instruction through the bachelor's and master's degrees. Implicit within this mission is the need to provide reasonable access to that instruction. "Reasonable access" depends, in part, upon the group for whom the access is intended. Older students who have work and family responsibilities find it much more difficult to relocate or, indeed, undertake a long commute for educational purposes. Failure to locate a campus within a large regional population concentration has the effect of denying large numbers of those potential students access to educational opportunities.

Consultation With Other Segments, Neighboring Campuses, and the Community (Criterion #3a) and Effects Upon the Enrollment of Neighboring Campuses (Criterion #7)

(These two criteria are considered together because they are closely related.)

Consultation

The CSU formed an "Advisory Committee on a Full-Service Campus in North San Diego County" in the Spring of 1988. The committee included representatives from the community, other segments, and neighboring campuses (see the list of members in the Introduction to this report). The purpose of the Advisory Committee was to provide members an opportunity to become informed about the feasibility study and to provide their input and advice about development of a full-service campus. The committee met in San Marcos April 14 and June 2, 1988. Major items presented for discussion were:

- Overview and history of the North County Center
- The Physical Master Planning process
- What constitutes a full-service campus
- Draft of this feasibility study
- What will be the impact of a full-service campus upon neighboring campuses
- Options for governance/configuration of the campus
- The schedule for developing a full-service campus

MiraCosta College is located in Oceanside, approximately 8 miles west of San Marcos. They suggested that the new campus postpone admission of lower division students until 1995 at the earliest and then admit a large enough group to make its general education program viable. Their main concern is that the new campus not grow so fast as to cause a decline in MiraCosta's enrollments. They indicated general support for the new campus and suggested that they should be involved and could assist with the phase-in of its general education program.

Palomar College is in San Marcos, within two miles of the new campus site. They have a strong general education, liberal arts emphasis. They are concerned that the new campus not admit lower division students in numbers that will reduce their enrollments or weaken their general education program. A second concern was that the new campus continue

the practice started by the North County Center of a mutual sharing of information about future academic plans. They indicated general support for the new campus and offered to assist with the phase-in of its general education program.

University of California Chancellor Reynolds wrote President Gardner concerning the San Marcos proposal in April 1988. His response said, in part:

The initial reactions of UC representatives who attended the (April 14) San Marcos meeting were supportive of CSU's planning approach and direction in North San Diego County. Of course, we will want to analyze the feasibility study in some detail before commenting at length on CSU's plans. Nevertheless, I did want to convey to you both our appreciation for your concern that the nearest UC campuses be involved in discussion of CSU's plans, and our initial reaction, which is positive.

(Copies of both letters are provided in Appendix G.)

All three of the neighboring UC campuses, Irvine, Riverside, and San Diego, indicated general support for the San Marcos campus. All three are planning expansion because of growth in enrollment demand beyond what had been projected. It was suggested that growth of enrollments in higher education generally would require all segments to add capacity

Independent Universities Dr. John M. Smart, Vice Chancellor for University Affairs, wrote to the Presidents of National University, the University of San Diego, and United States International University in April 1988, to update them on the status of the North County study and to solicit their comments on a full-service campus.

To date, a response has been received from President Author Hughes of the University of San Diego. He stated his major reservation about the San Marcos proposal as follows:

. . . there is no question that the expansion of . . . a full-service campus (in North San Diego County) will compete dramatically with the University of San Diego and other private institutions in this region. Rather than make a capital investment in still another campus, I believe it would be much wiser to provide scholarship support for students to attend private institutions instead of seeking the capital resources necessary for the kind of expansion you are contemplating

(Copies of both letters are found in Appendix G.)

Enrollment Effects

Community Colleges

The potential effect of the full-service campus upon enrollments at neighboring Community College campuses can best be approached by examining the projected enrollments at San Marcos. Table 18 shows an enrollment projection (headcount) for 1988 through 2000. Enrollment is projected in three components: lower division (LD), upper division plus graduate (UD + GD), and out-of-area.

These projections were obtained as follows: Average student workload at the North County Center in 1987 was 5.86 units (39 FTE per student, on average). By 2000 the average

student workload is projected to be 10.67 units (.71 FTE per student, see Table 15). It is assumed that student workload (and FTE per student) will increase steadily between 1987 and 2000. Given the FTE per student factor and FTE, enrollment can be calculated as FTE divided by the FTE per student factor. Out-of-area enrollment was assumed to be 2 percent of total from 1987 through 1995. After that it was increased by approximately 200 per year to its projected value in the year 2000. Lower division enrollment (LD) was held at zero until 1995; then it was increased to 500. Thereafter, it increases by approximately 170 per year to its projected value in 2000. Upper division plus graduate enrollments (UD + GD) are the difference between total and out-of-area, plus lower division enrollments.

The 1995 projection of 500 local lower division students represents a large enough group to make a general education program viable. Setting 1995 as the date for first admission of lower division students reflects concerns voiced by the neighboring Community Colleges that such admissions occur far enough in the future so that they can take account of them in terms of their own planning.

Table 18

**Phased Growth Headcount Enrollment Projections for a
Full-Service Campus at San Marcos, Fall 1987-2000**

Fall	Local Enrollment		Out-of-Area Enrollment	Total Enrollment
	LD	UD & GS		
1987	0	1,209	25	1,234
1988	0	1,865	40	1,905
1989	0	2,129	45	2,174
1990	0	2,129	45	2,174
1991	0	2,598	55	2,653
1992	0	3,268	65	3,333
1993	0	3,794	75	3,869
1994	0	4,335	90	4,425
1995	500	4,345	100	4,945
1996	669	4,549	300	5,518
1997	837	4,622	500	5,959
1998	1,006	4,752	700	6,458
1999	1,174	4,853	900	6,927
2000	1,343	4,857	1,094	7,294

Note. Derivation of data is explained in the text

Table 19

**Total Credit Enrollment Projections at Neighboring Community
Colleges Compared to San Marcos Lower Division Enrollment Projections
Fall Term**

Year	MiraCosta	Palomar	Total	CC Annual Growth	San Marcos LD Enrollment	SM Annual Growth
1987	6,520	15,820	22,340		0	
1994	7,580	18,440	26,020	+ 525	0	0
1995	7,710	18,800	26,510	+ 490	500	+ 500
1996	7,880	19,280	27,160	+ 650	669	+ 169

Sources: MiraCosta and Palomar enrollments from Department of Finance, Population Research Unit, "California Community College Districts, Projection of Fall Total Credit Enrollments," December 16, 1987
San Marcos LD enrollment from Table 18 above

Table 19 compares enrollment projections for the two Community Colleges for the period 1987 through 1996 (the latest date available) with lower division enrollment projected at San Marcos. The current size and strong projected growth of the two campuses are another indication of the current size and anticipated growth and expansion of the NCSA. For 1987 through 1994, the two colleges are projected to add a total of 3,680 credit enrollments for an average annual growth over the seven-year period of 525 students. In 1995, the year when San Marcos is projected to first admit lower division students, the colleges are projected in total to grow by 490 students.

Under a worst case analysis, all of this projected enrollment growth would be absorbed by San Marcos and the Community Colleges would experience an enrollment decline of ten (490-500). In 1996 their combined enrollment growth would be reduced from 650 to 481 (650-169), assuming again that all of the local students who go to San Marcos would have chosen one of the Community Colleges instead

Assuming the Community Colleges will continue to grow after 1996 in a pattern similar to that during 1987-1994, the long-run effect of San Marcos upon their enrollments will be to reduce their rate of growth. For example, without San Marcos, the two colleges have a projected average annual compound growth rate of 2.2 percent for the period 1987-1996. Under the worst case assumption, San Marcos would reduce this growth rate to 1.9 percent (a reduction of approximately 14 percent).

There are reasons to believe, however, that the worst case might not be the actual case. The existence of a full-service campus at San Marcos could have some offsetting beneficial effects upon Community College enrollments as well. For example, the existence of a full-service campus, by making it more convenient to obtain a degree, would increase participation rates for the Community Colleges to some extent. The full-service campus will also attract students from outside the NCSA. It is the experience at other CSU campuses that some of these students (both lower and upper division) will take some of their lower

division courses at the Community Colleges for a variety of reasons, including scheduling convenience. Finally, just as with out-of-area students, local students who attend San Marcos will also take some courses at the Community Colleges, so even a local student who would have otherwise gone full time to a Community College is not necessarily a 100 percent loss in terms of enrollment. None of this is to say that the offsetting beneficial factors will, in total, overcome the negative effects upon Community College enrollment growth that are discussed above.

The conclusion is that a full-service campus at San Marcos will have its major impact upon Community College enrollments by reducing their growth rates somewhat. It does not appear that this reduction in growth rates will threaten the viability of either campus.

California State University

The magnitude of the effect of San Marcos upon total CSU enrollments can be seen by comparing Tables 4 and 18. Between 1987 and 2000 the CSU is projected to add approximately 31,000 students (Table 4). San Marcos projections account for approximately 6,000 of this (Table 18), or about 20 percent of the total. (The 20 percent estimate may overstate the effect somewhat because the existence of San Marcos will increase the NCSA participation rate over what it would otherwise have been, thus increasing the projected total enrollment above 31,000.)

The most immediate and direct effect of the San Marcos campus will be to reduce enrollment applications from the NCSA to San Diego State University, the most convenient existing CSU campus to the NCSA. Such a reduction should not be viewed as a problem, given that San Diego State is currently at its enrollment ceiling.

In terms of enrollment effects upon CSU campuses other than San Diego State, the relevant student groups are the younger local students (who are most mobile) and those from out-of-area because these are the students who will go elsewhere if San Marcos is not available. Table 14 shows a projection of 2,081 students under 25 from the NCSA in 2000; Table 15 projects 1,094 out-of-area students in 2000. The total of the two is 3,175. This value compares with the approximately 31,000 student enrollment growth projected for the CSU for the period 1987 through 2000 (see Table 4). Put another way, projected enrollment growth at San Marcos represents about 10 percent of projected CSU system enrollment growth between 1987 and 2000.

Spread over the other 18 CSU campuses, the 3,175 enrollments amount to less than 200 per campus, or, perhaps more realistically, a range between 0 and 400. While an enrollment loss of 400 or even 200 is important, it is not of such magnitude as to threaten the viability of any campus.

University of California

The University of California draws its enrollments on a statewide basis. At the present time they are experiencing more enrollment growth than they had anticipated. Given that the San Marcos enrollment projections are based upon CSU participation rates, it appears that a full-service campus would have little effect upon UC enrollments.

Indications of Local Interest and Support (Criterion #3b)

A substantial amount of local support for a CSU campus in North San Diego County was documented in the CSU proposal for the North County Center, "San Diego State University, North County Proposal," June 1986, Appendix H. The analysis of the proposal by CPEC acknowledged and summarized the material as follows:

. . . local and regional support . . . is strongly evident. . . the State University needs study contains letters of support from six area legislators as well as officials of San Diego County, the County Office of Education, the cities of Escondido, Carlsbad, Del Mar, Oceanside, Poway, San Marcos, and Vista; 42 corporations, including Burroughs, Chrysler, Hewlett-Packard, Hughes Aircraft, Kaiser Development, NCR, Pacific Bell, San Diego Gas and Electric, and Sony; nine school districts; and numerous community organizations and private citizens. There is no known opposition. (CPEC, "Proposed Construction of San Diego State University's North County Center," December 1986, page 29.)

The support of the community of San Marcos can be inferred from several actions the city has recently taken:

1. The city has adopted changes in their General Plan and zoning ordinances to accommodate the CSU facilities at the site and to insure compatible development in the neighborhood of the campus.
2. The city has made a commitment to construct the water and sewer pipelines, in conjunction with the street improvements along the campus frontage of New Barham Drive and Twin Oaks Valley Road, based upon sizes to be provided by CSU, that will be adequate to service the campus when it is fully built-out. (See the letter on this topic from San Marcos City Manager Gittings in Appendix G)
3. The city has adopted the "Heart of the City" Plan for a civic center northeast of the campus site. The civic center will serve as one "anchor point" of the plan, the campus as the other. The plan encompasses a total of 1,500 acres. The campus accounts for 304 of these acres, located approximately in the middle. The rest of the area will consist of housing, commercial development, a business park, and the civic center.
4. The city knows the implications of locating a campus within its boundaries. They believe the campus has substantial long-run growth potential. They want it and are planning for it. The situation presents a unique opportunity to site a campus where both the community and the campus can grow and develop together in a productive and mutually beneficial way.

Instructional Programs to Be Offered (Criterion #10)

The programs projected for the new campus must be described and justified.

There are four categories of degree programs: (1) those programs that are now in place at the NCC, (2) those that have been formally proposed to be offered 1989-1998, (3) those that have been identified as desirable and possible candidates to be proposed at some time in the future, and (4) those programs, not yet identified, that might be suggested at some future date. At this time it is possible to identify only the first three categories.

These three categories of degree programs were described in "San Diego State University, North County Proposal," (Supplemental Report) CSU, August 1987, pages I-1 through I-25 and Appendix A. Table 20 contains a list of these programs. The first column shows programs that are currently being offered. The second and third columns show programs that have been proposed for offering 1989-90 (i.e., the second category of programs mentioned above). The fourth column contains programs for which there are indications of interest but which have not been proposed for offering.

Table 20

**Academic Programs, Existing, Projected, Possible for a
Full-Service Campus in North San Diego County**

	Existing Program	Projected		Possible Program
		1989-92	1993-98	
Art (core prog)*				BA-MA
American Studies	BA			
Anthropology (core prog)				BA
Biology (core prog)		BS	MS	
Business Administration	BS	MBA-MS		
Chemistry (core prog)		BS	MS	
Child Development				BS
Computer Science		BS	MS	
Counseling		MS		
Criminal Justice Admin.				BS
Drama (core prog)				BA-MA
Economics (core prog)		BA		
Education	MA			
English (core prog)		BA		
Ethnic Studies				BA
Food and Nutrition				BS-MS
Geography (core prog)				BA
Geology (core prog)				BS
History (core prog)				BA
Industrial Technology				BS
Journalism				BA
Liberal Arts			MA	
Liberal Studies	BA			
Linguistics				BA
Mathematics (core prog)				BS-MS
Mechanical Engineering**				BS
Music (core prog)				BA-MA
Nutritional Science				MS
Occupational Therapy				BS
Physical Education				BA-MA
Physical Science		BA		
Physical Therapy				BS
Physics (core prog)				BA-BS-MA-MS
Political Science (core prog)				BA
Psychology (core prog)	BA			MS
Public Administration	BA		MPA	
Radio-Television		BS	MA	BA
Recreation				BA
Rehabilitation Counseling			MS	
Social Sciences	BA			
Social Work	MSW			
Sociology (core prog)		BA	MA	
Spanish (core-foreign lang)		BA		
Speech Communication (core prog)				BA

*Core programs are programs " wherein need and demand should not be the preeminent criteria for offering undergraduate programs. In evaluating these undergraduate programs, qualitative criteria regarding program integrity should be paramount." From CSU, "Report of the Project Team on Academic Programs, 1979, page 64

**CPEC policy currently precludes new engineering programs at new campuses. Inclusion of the program here is to indicate an expression of interest

Access Programs for the Disadvantaged (Criterion #12)

Access programs for the disadvantaged were addressed in the original CSU proposal for the North County Center and discussed in detail in the supplemental report to the proposal (CSU, "San Diego State University, North County Proposal," June 1986, page 34 and August 1987, pages III. 1-14). The detailed discussion in the supplemental report arose in response to concerns raised by CPEC regarding the access issue (CPEC, "Proposed Construction of San Diego State University's North County Center," December 1986, pages 37-40).

In the supplemental report the CSU discussed access under three headings:

Educational Equity, which involves a process of identifying underrepresented populations in the NCSA, establishing contact with them, and providing information about campus programs and to encourage and assist them to enroll (recruitment).

Retention is the other side of recruitment. Once the students are enrolled, the campus has a commitment to provide curricula and programs that will assist and encourage them to complete their degree program.

Physical Access, which involved selecting a centrally located site that has good access to highways and public transit systems (bus line, jitney service, and a proposed light rail line that is planned to parallel Highway 78 along an old Santa Fe right-of-way). Access also involves design of buildings and all other facilities to provide access for the handicapped

Nothing has changed since the earlier reports were written to alter the commitment of the CSU, the North County Center, or San Diego State University to access. If a full-service campus is approved, its access programs will continue and build upon the North County Center's work in this area.

CPEC Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers

NOTE: The following material is reproduced from Report 82-34 of the California Postsecondary Education Commission, which the Commission adopted on September 20, 1982

Preface

It has been many years since a new campus was authorized for either the University of California or the California State University, and it is not anticipated that any will be proposed in the immediate future. In the past five years, the only authorized new campuses have been Orange County Community Colleges. Off-campus centers, however, continue to be proposed from time to time, and it is probable that some new centers will be offered for Commission review and recommendation in the future.

In April of 1975, the Commission adopted policies relating to the review of new campuses and centers, and revised those policies in September of 1978. The purpose was to provide the segments with specific directions whereby they could conform to two *Education Code* sections. The first of these directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and the Governor on the need for and location of these new campuses and centers (*Education Code* 66903). The second states the Legislature's intent that no funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments be authorized without the Commission's recommendation.

The 1975 document -- and the 1978 revision -- outlined the Commission's basic assumptions under which the guidelines and procedures were developed, and specified the proposals subject to Commission review, the criteria for reviewing proposals, the

schedule to be followed by the segments when they submit proposals, and the required contents of "Needs Studies." As experience was gained with the guidelines, it became clear that some confusion was generated by this format, and that some instructions appeared to be ambiguous or difficult to interpret. In addition, there was the problem of applying the guidelines to operations that had been started totally with non-State funds -- especially Community College off-campus centers initiated solely with local money -- a distinction of considerable substance prior to passage of Proposition 13, but less meaningful thereafter. In several cases, doubt arose as to whether an existing center had been previously recommended by the Commission or "grandfathered" in by being initiated before the guidelines were adopted. In other cases, although the Commission was notified, it took no action because no State money was involved or anticipated. When State funds were later requested, some districts acquired the mistaken impression that a favorable recommendation had been secured, and were surprised to learn that they had to participate in an extended review process with no assurance that State funds would be approved. The purpose of this document is to resolve the questions and ambiguities surrounding the original (1975) and updated (1978) guidelines. To that end -- although large sections remain virtually unchanged -- three major revisions are included.

- 1 The original guidelines stated that the Commission would review new off-campus centers "that will require either State or local funding for acquisition, remodeling or construction, and/or (2) those planned for use for three or more years at a given location, and which (a) will offer courses in two or more certificate and/or degree pro-

grams, and/or (b) will have a headcount enrollment of 500 or more "

The revised guidelines included in this document specify the need for review and recommendation only for operations "that will require State funding for construction, acquisition, remodeling, or lease. Those operations involving no State funds may be considered by the Commission for review and recommendation, but are reported primarily for inventory purposes." The location, program, and enrollment criteria are removed from the guidelines, leaving State funding the sole condition for requiring the Commission's recommendation. Review requirements for centers which have been in existence for several years at the time State funds are requested are specified below

- 2 The original guidelines contained both "Criteria" for reviewing new proposals and a section entitled "Content of Needs Study" which was largely repetitive. In this document, the latter section has been subsumed under an expanded "Criteria" section.
- 3 The time schedules in the original guidelines and procedures were inconsistent between the four-year segments and the Community Colleges. This revision attempts to make the schedules more consistent for all segments.

Without question, the most difficult problem surrounding the Commission's role in the review of new campuses and off-campus centers concerns operations started without State money but needing State money at a later date. Obviously, it is impossible to ignore the fact that such operations exist, but at the same time, the Commission cannot allow prior existence to constitute a higher priority for State funds than would be accorded a proposal for a completely new facility. Were existing campuses and centers given such a priority, it could encourage the segments to "seed" new operations from non-State sources on the assumption that State money could be obtained more easily later. Accordingly, the Commission must regard any request for State funds, whether for an existing or new campus or center, as being applicable to a new operation. Thus while these guidelines and procedures require Commission review and recommendation only for State-funded operations, the Commission strongly suggests that any segment anticipating the

need for State funds later take steps to secure the Commission's favorable recommendation at the earliest possible time. If such steps are taken, it should be possible to avoid denying funds to an existing center

Although these guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission. This invitation to the independent segment was first extended by the Commission on April 14, 1975, at the time these guidelines and procedures were first approved. A similar invitation was extended on March 17, 1980, with respect to degree programs to be offered at off-campus locations (*Degrees of Diversity Off-Campus Education in California*, California Postsecondary Education Commission Report No. 80-5, p. 100)

Assumptions basic to the development of guidelines and procedures for Commission review of proposals for new campuses and off-campus centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers.

- The University of California and the California State University will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice
- The University of California plans and develops its campuses on the basis of statewide need
- The California State University plans and develops its campuses on the basis of statewide needs and special regional considerations
- The California Community Colleges plan and develop their campuses and off-campus centers on the basis of open enrollment for all students capable of benefiting from the instruction and on the basis of local needs

- Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities are established by the governing boards of Community College districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California. These capacities are subject to review and recommendation by the Commission.

Proposals subject to Commission review

New campuses

The Commission will review proposals for all new campuses of the University of California, the California State University, and the California Community Colleges.

New off-campus centers

For the purposes of this section, "State funds" are defined as any and all monies from State General Fund appropriations and/or property tax revenues

University of California and California State University The Commission is concerned with off-campus educational operations established and administered by a campus of either segment, the central administration of either segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees, and which will require State funding for construction, acquisition, remodeling, or lease. Those that involve funding from other than State sources may be considered by the Commission for review and recommendation, but need be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs* (Education Code Sec. 66903[13])

California Community Colleges The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and universities sponsored wholly

or in part by either of the above. Operations to be reported to the Commission for review and recommendation are those that will require State funding (as defined above) for construction, acquisition, remodeling, or lease. Those operations not involving State funds may be considered by the Commission for review and recommendation, but need be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs*

Consortia. When a consortium involves more than one public segment, or a public and the independent segment, one of those segments must assume primary responsibility for presenting the proposal to the Commission for review

All Proposals: All off-campus operations must be reported to the Commission, either through the requirements of these guidelines and procedures, or through the *Inventory of Off-Campus Facilities and Programs*. Any off-campus center established without State funds will be considered to be a new center as of the time State funds are requested for construction, acquisition, remodeling, or lease

Criteria for reviewing proposals

All proposals for new campuses and off-campus centers required by these guidelines to be submitted by any segment of higher education in California must include a comprehensive "Needs Study." This study must satisfy all of the criteria specified below, and will constitute the basis for the Commission's evaluation of proposals. As noted in the Preface, all first-time requests for State funds will be considered as applying to new operations, regardless of the length of time such campuses or centers have been in existence

Criteria for reviewing new campuses

- 1 Enrollment projections should be sufficient to justify the establishment of the campus. For the proposed new campus, and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrol-

ment projections must be included in any needs study

- 2 Alternatives to establishing a campus must be considered. These alternatives must include: (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses; and (3) the increased utilization of existing campuses
3. Other segments, institutions, and the community in which the campus is to be located must be consulted during the planning process for the new campus. Strong local or regional interest in the proposed campus must be demonstrated.
4. Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.
5. Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
6. Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses. If district enrollment does not exceed the planned enrollment capacity of existing district campuses, compelling local needs must be demonstrated
- 7 The establishment of a new University of California or California State University campus must take into consideration existing and projected enrollments in the neighboring institutions of its own and of other segments
- 8 The establishment of a new Community College campus must not reduce existing and projected enrollments in adjacent Community Colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institu-

tions, or lead to an unnecessary duplication of programs

- 9 Enrollments projected for Community College campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance [ADA] two years after opening)
10. The programs projected for the new campus must be described and justified.
11. The characteristics (physical, social, demographic, etc.) of the location proposed for the new campus must be included.
- 12 The campus must facilitate access for the economically, educationally, and socially disadvantaged.

Criteria for reviewing new off-campus centers

- 1 Enrollment projections should be sufficient to justify the establishment of the new off-campus center. Five-year projections must be provided for the proposed center, with enrollments indicated to be sufficient to justify its establishment. For the University of California and the California State University, five-year projections of the nearest campus of the segment proposing the center must also be provided. For the Community Colleges, five-year projections of all district campuses, and of any other campuses within ten miles of the proposed center, regardless of district, must be provided. When State funds are requested for an existing center, all previous enrollment experience must also be provided. Department of Finance enrollment estimates must be included in any needs study
- 2 The segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives to establishing the center. This analysis must include: (1) the expansion of existing campuses, (2) the expansion of existing off-campus centers in the area, (3) the increased utilization of existing campus and off-campus centers, and (4) the possibility of using leased or donated space in instances where the center is to be located in facilities proposed to be owned by the campus

- 3 Other public segments and adjacent institutions, public or private, must be consulted during the planning process for the new off-campus center
4. Programs to be offered at the proposed center must meet the needs of the community in which the center is to be located. Strong local or regional interest in the proposed facility must be demonstrated.
5. The proposed off-campus center must not lead to an unnecessary duplication of programs at neighboring campuses or off-campus centers, regardless of segment or district boundaries.
6. The establishment of University and State University off-campus centers should take into consideration existing and projected enrollment in adjacent institutions, regardless of segment.
7. The location of a Community College off-campus center should not cause reductions in existing or projected enrollments in adjacent Community Colleges, regardless of district, to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.
8. The proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served.
- 9 The programs projected for the new off-campus center must be described and justified.
- 10 The characteristics (physical, social, demographic, etc.) of the location proposed for the new off-campus center must be included
- 11 The off-campus center must facilitate access for the economically, educationally, and socially disadvantaged.

Schedule for submitting proposals for new campuses and off-campus centers

The basic intent of the time schedule for submitting proposals to establish new campuses and off-campus centers is to involve Commission staff early in the planning process and to make certain that elements needed for Commission review are developed within the needs study described previously in these guidelines and procedures

The schedules suggested below are dependent upon the dates when funding for the new campus or off-campus center is included in the Governor's Budget and subsequently approved by the Legislature. Prior to the date of funding, certain events must occur, including: (1) a needs study to be authorized and conducted with notification to the Commission, (2) district and/or system approval of the proposed campus or off-campus center, (3) Commission review and recommendation, (4) budget preparation by segmental staff, (5) segmental approval of the budget, (6) Department of Finance review for inclusion in the Governor's Budget; (7) consideration by the Legislature; and (8) signing of the budget bill by the Governor.

Specific schedules are suggested below for all proposals for new campuses and off-campus centers requiring State funds for construction, acquisition, remodeling, or lease. As noted previously, however, the Commission may review proposals for new campuses and off-campus centers, regardless of the source of funding. This may require revisions in the suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

Schedule for new campuses

University of California and California State University

- 1 Needs study authorized by the Regents of the University of California or by the Trustees of the California State University, with notification to the Commission (30 months before funding)
- 2 Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding)
- 3 Regents or Trustees approve new campus (18 months before funding)
- 4 Approval review by the California Postsecondary Education Commission (17-15 months before funding)
- 5 Budget preparation by segmental staff (14-11 months before funding)

- 6 Budget approval by Regents or Trustees (10 months before funding)
- 7 Review by the Department of Finance (9-7 months before funding).
- 8 Consideration by the Legislature (6-0 months before funding)
- 9 Funding

California Community Colleges

1. Needs study authorized by the local district board with notification to the Board of Governors and the Commission (32 months before funding)
- 2 Needs study conducted by the district staff with appropriate participation by staff from the Board of Governors and the Commission (31-21 months before funding).
- 3 Local board approves campus (20 months before funding).
- 4 Approval review by the Board of Governors (19-18 months before funding)
5. Approval review by the California Postsecondary Education Commission (17-16 months before funding)
- 6 Budget preparation by the Board of Governors' staff and the Department of Finance review (15-3 months before funding)
- 7 Consideration by the Legislature (3-0 months before funding).
8. Funding

Schedule for new off-campus centers

University of California and California State University

- 1 Needs study authorized by the segment with notification to the Commission (12 months before funding).
- 2 Needs study conducted by segmental staff with appropriate participation by Commission staff (11-9 months before funding)
- 3 Regents or Trustees approve new off-campus center (9 months before funding)
- 4 Review by the California Postsecondary Education Commission (8-6 months before funding)

5. Budget preparation by segmental staff (8-6 months before funding)
- 6 Review by the Department of Finance (6-3 months before funding)
- 7 Consideration by the Legislature (3-0 months before funding)
- 8 Funding

California Community Colleges

- 1 Needs study authorized by local district board with notification to the Board of Governors and the Commission (18-16 months before funding)
2. Needs study conducted by district staff with appropriate participation by staff from the Board of Governors and the Commission (15-13 months before funding)
3. Local board approves off-campus center (12-11 months before funding).
4. Needs study submitted to the Board of Governors (9 months before funding)
- 5 Approval review by the Board of Governors (9 months before funding)
6. Needs study submitted to the California Postsecondary Education Commission (8 months before funding)
- 7 Approval review by the California Postsecondary Education Commission (8-6 months before funding)
8. Budget preparation by the Board of Governors and review by the Department of Finance (6-3 months before funding)
- 9 Consideration by the Legislature (3-0 months before funding)
- 10 Funding

Table B-1

**Age Distribution of California State University Students
Total Enrollments, Fall 1980, 1983, 1986**

Age	Fall 1980	Fall 1983	Fall 1986	Average Fall 1980 1983, 1986
17 and under	1,449 (0.5)	956 (0.3)	1,550 (0.5)	0.4%
18-19	47,669 (15.2)	44,497 (14.2)	46,875 (14.0)	14.5%
20-34	230,408 (73.4)	232,915 (74.2)	242,091 (72.6)	73.4%
35-59	33,112 (10.5)	34,164 (10.9)	41,306 (12.4)	11.3%
over 59	1,212 (0.4)	1,368 (0.4)	1,602 (0.5)	0.4%
TOTAL	313,850	313,900	333,424	

Note: All values in parentheses are percentages

Source: CSU, *Statistical Report #4, Enrollment by Age, Sex and Student Level*, various years

Measures of FTE Capacity for the CSU, 1988-89 through 1993-94

Table C-1

Lecture, Class Laboratory Capacity

Campus	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94
Bakersfield	3,099	3,099	3,099	3,318	3,318	3,318	3,318
Chico	11,589	11,589	11,683	11,720	12,427	12,328	12,328
Dominguez Hills	6,629	6,629	5,955	5,955	5,955	5,955	5,955
Fresno	11,918	12,795	12,357	12,996	13,276	14,288	14,288
Fullerton	13,765	14,010	14,324	14,246	14,604	14,870	14,870
Hayward	11,302	11,302	11,302	11,302	11,302	11,302	11,302
Humboldt	5,997	5,997	5,997	5,997	5,997	5,997	6,020
Long Beach	19,593	20,177	20,005	20,898	20,898	21,001	21,001
Northridge	17,201	17,353	17,353	17,418	20,138	20,181	20,181
Pomona	12,333	12,361	12,361	13,538	13,538	14,598	14,598
Sacramento	15,177	15,177	14,926	17,893	18,155	18,155	18,155
San Bernardino	4,054	4,054	4,054	6,615	6,615	6,615	6,615
San Diego*	22,600	22,913	23,363	24,143	24,570	25,099	22,510
San Francisco	16,221	16,221	16,221	16,305	16,305	16,635	16,635
San Jose	18,016	18,613	19,252	19,252	19,252	19,252	19,252
San Luis Obispo	12,853	12,853	12,853	12,858	13,416	13,655	13,655
Sonoma	5,288	5,288	5,288	5,288	5,288	5,288	5,288
Stanislaus	3,474	3,474	3,474	3,474	3,474	3,474	3,474
Total	230,131	232,881	232,870	242,129	247,441	250,924	248,358

*Main campus only

Source "Summary of Campus Capacity," CSU, Division of Physical Planning and Development, October 1987

Table C-2

Overall Campus Capacity

Campus (Fraction*)	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94
Bakersfield .072	3,339	3,339	3,339	3,575	3,575	3,575	3,575
Chico .074	12,515	12,515	12,617	12,657	13,420	13,313	13,313
Dominguez Hills .084	7,306	7,306	6,501	6,501	6,501	6,501	6,501
Fresno .073	12,857	13,803	13,330	14,019	14,321	15,413	15,413
Fullerton .048	14,459	14,716	15,046	14,964	15,340	15,620	15,620
Hayward .068	12,127	12,127	12,127	12,127	12,127	12,127	12,127
Humboldt .122	6,830	6,830	6,830	6,830	6,830	6,830	6,856
Long Beach .057	20,777	21,397	21,214	22,161	22,161	22,270	22,270
Los Angeles .074	20,424	20,424	20,424	20,424	20,424	20,424	20,424
Northridge .055	18,202	18,363	18,363	18,432	21,310	21,356	21,356
Pomona .041	12,860	12,889	12,889	14,117	14,117	15,222	15,222
Sacramento .069	16,302	16,302	16,302	19,219	19,501	19,501	19,501
San Bernardino .073	4,373	4,373	4,373	7,136	7,136	7,136	7,136
San Diego** .059	24,017	24,350	24,828	25,657	26,111	26,673	23,921
San Francisco .071	17,461	17,461	17,461	17,551	17,551	17,906	17,906
San Jose .066	19,337	19,928	20,612	20,612	20,612	20,612	20,612
San Luis Obispo .065	13,747	13,747	13,747	13,752	14,349	14,604	14,604
Sonoma .115	5,976	5,976	5,976	5,976	5,976	5,976	5,976
Stanislaus .094	3,834	3,834	3,834	3,834	3,834	3,834	3,834
Total	246,744	249,860	249,545	259,546	265,198	268,895	266,170

*These numbers represent the fraction of campus FTE in courses that do not use capacity space.

**Main campus only

Source: Table C-1 capacity data adjusted by adding FTE in courses that do not use capacity space

Excerpt from the Minutes of the CSU Board of Trustees' Committee on Campus Planning, Buildings and Grounds, Initial Master Plan Approval — San Diego State University — North County Center, March 8, 1988, Agenda item #11

Remarks by Dr. Anthony J. Moye, Deputy Vice Chancellor for Academic Affairs, Resources:

Thank you Ms. Chaffin. I'm here to call the Board's attention to the fact that although we have approval by the California Postsecondary Education Commission for a permanent off-campus center in North County and Ms. Chaffin has talked about the acquisition of land, we need to add that the Legislature in the 1987-88 Budget Act has included language to the effect that a study and analysis of the feasibility of establishing a full-service campus at the North County site needs to be submitted to the Joint Legislative Budget Committee and the California Postsecondary Education Commission within two years of the acquisition of the land.

The analysis is to include the effect that the establishment of a full-service campus would have on other CSU campuses, on UC campuses and on the community colleges. We have begun such an analysis. Preliminary indications are quite favorable to the ultimate establishment of a full-service campus.

However, the question about going ahead with a full-service campus has yet to be presented to the Board of Trustees. That will still take several months. There is a staff group working on this analysis and there will be a community advisory group formed which will review the study and provide some policy direction. We believe at this point it is reasonable that the physical Master Plan be presented to the Board and that it be recognized that a full-service campus might ultimately evolve at the site. This is why the plan being presented to you is in multiple phases. It allows the physical Master Plan to take account of this unresolved issue in that if the North County Center is not to be converted to a full-service campus, then Phases II through IV of the plan would not be implemented. We need to move ahead on the physical Master Plan for Phase I. Phases II through IV are subsequent to the determination by the Trustees and the Legislature that a full-service campus is warranted.

**Enrollment Data for Five CSU Campuses,
Used to Calculate Participation Rates,
Fall 1987**

Age Group	Pop	Local Enrollments			Total
		Lower Div	Upper Div	PB/Grad	
BAKERSFIELD					
15-19	38373	453	1	0	454
20-24	42652	372	669	99	1140
25-29	45531	95	325	317	737
30-34	44941	63	257	261	581
35-39	38048	41	165	239	445
40-44	30050	22	100	155	277
45-49	24565	9	42	69	120
50-54	21541	4	15	27	46
55-59	21003	3	3	12	18
60 +	66525	1	7	5	13
Totals	373229	1063	1584	1184	3831
ASCU		13.45	11.62	7.27	
FTE		953	1227	574	2754
STANISLAUS					
15-19	24356	329	3	0	332
20-24	26303	229	529	59	817
25-29	26730	41	249	148	438
30-34	26800	35	192	175	402
35-39	24360	23	142	151	316
40-44	19801	8	75	109	192
45-49	15687	6	39	55	100
50-54	13620	4	10	18	32
55-59	12983	1	1	4	6
60 +	50354	4	6	8	18
Totals	240994	680	1246	727	2653
ASCU		11.91	10.64	6.58	
FTE		540	883	319	1742
SONOMA					
15-19	25203	124	1	0	125
20-24	27934	108	437	50	595
25-29	26919	41	314	163	518
30-34	30234	36	302	232	570
35-39	33103	29	232	261	522
40-44	27424	19	154	221	394
45-49	18576	11	67	84	162
50-54	14615	3	33	38	74
55-59	14251	2	6	10	18
60 +	60941	5	28	28	61
Totals	279200	378	1574	1087	3039
ASCU		12.06	11.08	8.06	
FTE		304	1163	584	2051

Appendix E
(Continued)

Age Group	Pop	Local Enrollments			Total
		Lower Div	Upper Div	PB/Grad	
HUMBOLDT					
15-19	8427	184	2	0	186
20-24	10805	158	295	73	526
25-29	8146	60	246	130	436
30-34	11404	37	193	159	389
35-39	10551	39	136	124	299
40-44	7416	9	52	86	147
45-49	5422	2	31	43	76
50-54	4483	3	12	29	44
55-59	4539	0	0	11	11
60 +	19697	17	6	48	71
Totals	90890	509	973	703	2185
ASCU		12.43	12.66	9.82	
FTE		422	821	460	1703
SAN BERNARDINO					
15-19	94122	618	5	0	623
20-24	102275	476	938	114	1528
25-29	101316	90	530	349	969
30-34	106444	78	380	292	750
35-39	94216	47	311	322	680
40-44	74221	27	186	214	427
45-49	55694	17	75	96	188
50-54	47914	8	43	48	99
55-59	46584	1	19	19	39
60 +	149824	1	13	15	29
Totals	872610	1363	2500	1469	5332
ASCU		13.04	12.06	7.95	
FTE		1185	2009	779	3973

Sources

Population: Department of Finance Report 86-P-3
 Enrollments: 1987 CSU Enrollment Reporting System, Statistical Report 8
 (Table 3) and Statistical Report 10 (Table 1)

Table F-1

Origin of Students at Five CSU Campuses, Fall 1986

Campus	Local County	Other California	Other States	Foreign	Total	Percent Local
Bakersfield	3,356	586	36	342 (171)	4,330	81.6
Humboldt	2,044	3,446	233	142 (83)	5,865	36.3
San Bernardino	4,578	2,006	168	471 (298)	7,423	65.7
Sonoma	2,713	2,576	122	335 (145)	5,746	49.7
Stanislaus	2,201	1,929	30	461 (238)	4,621	52.8
Total	14,852			(935)	27,985	56.4
w/o Humboldt	12,808			(852)	22,120	61.8

Sources CSU, 1986-87 Statistical Report #8, "Origin of 1986 Fall Term Enrollment," CSU, 1986-87 Statistical Report #10, Fall 1986 Non-Citizen Enrollment

Correspondence Relating to the Feasibility Study

1. Chancellor Reynolds (CSU) to President Gardner (UC), April 1, 1988.
2. President Gardner to Chancellor Reynolds, May 18, 1988.
3. Vice Chancellor Smart (CSU) to Presidents Hughes (University of San Diego), Cook (National University), and Rust (USIU), April 25, 1988.
4. President Hughes to Vice Chancellor Smart, May 12, 1988.
5. City Manager Gittings (San Marcos) to Dr. Rush (North County Center), May 31, 1988.
6. Honorable William Craven to Executive Vice Chancellor Carter (CSU), June 2, 1988
7. Assistant Director Storey (CPEC) to Vice Chancellor Smart (CSU), July 11, 1988

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD CHICO DOMINGUEZ HILLS FRESNO FULLERTON HAYWARD HUMBOLDT
POMONA SACRAMENTO SAN BERNARDINO SAN DIEGO SAN FRANCISCO SAN JOSE



LONG BEACH - LOS ANGELES NORTHBRIDGE
SAN LUIS OBISPO SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR
(213) 590-5501

April 1, 1988

Dr. David P. Gardner, President
University of California
Systemwide Administration
Berkeley, California 94720

Dear David:

As you may know, The California State University's request for funding for purchase of a site upon which to construct permanent facilities for the North County Center of San Diego State University was approved in the 1987-88 Budget Act. We are now in the final stages of purchasing a 300-acre site for the Center in the city of San Marcos.

The funding for the permanent site was accompanied by Budget Act language (see attachment 1) requiring The California State University to report on "... the feasibility of establishing a full-service campus at this site". The language also requires us to address the effect a full-service California State University campus in San Marcos might have upon the "... University of California campuses". Additionally, the California Postsecondary Education Commission's, criteria for new campus proposals, requires consultation with the other segments and neighboring institutions.

I am writing to inform you that the required study is underway. Although a complete draft is not yet available, on a preliminary basis I can tell you this:

- The indications for a full-service campus are favorable. The North San Diego County region has experienced substantial population growth and is projected to have a good deal more in the coming decades. San Diego State University is at its physical capacity. We have a good site and strong community support. San Diego State University is providing full support to development efforts.
- Estimates suggest that a full-service campus could enroll a total of 5,000-7,000 students in the late 1990s. It could grow substantially beyond that in the following decades along with the north San Diego county area. Our enrollment projection methodology relies, in part, upon The California State University's enrollment projections made by the Department of Finance. It also relies upon the population projections made by the San Diego Association of Governments for the north San Diego county region.

Dr. David P. Gardner
Page Two

- Although the campus' specific academic programs are not completely determined at this time, we anticipate it would offer our core programs plus the more specialized programs currently approved for the North County Center (see attachment 2). Other programs will undoubtedly be proposed in the future.

By this letter I invite the University's comments, reactions, and concerns regarding this study and proposal. We would be happy to meet with you or staff you designate to provide a more complete briefing and/or discuss any of the issues involved. I would also appreciate your advice on how best to obtain the involvement of the three University campuses closest to the San Marcos site: San Diego, Riverside, and Irvine.

Sincerely,



W. Ann Reynolds
Chancellor

Attachments

cc: w/o attachment
Director William Pickers
Executive Vice Chancellor Carter
Vice Chancellor Kerschrer
Vice Chancellor Smart
Deputy Vice Chancellor Moye
Director Joyce Justus

UNIVERSITY OF CALIFORNIA

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO

SANTA BARBARA • SANTA CRUZ

DAVID PHILIPSON GARDNER
PresidentOFFICE OF THE PRESIDENT
BERKELEY CALIFORNIA 94720
(415) 642 1411

May 18, 1988

EXECUTIVE
VICE CHANCELLOR

MAY 24 1987

TRUSTEE CALIFORNIA
STATE UNIVERSITY

Chancellor W. Ann Reynolds
The California State University
Office of the Chancellor
400 Golden Shore
Long Beach, California 90802-4275

Dear Ann:

Due to an uncommonly heavy travel schedule in recent weeks, I am only now able to write to thank you for your letter of April 1, 1988, inviting the University of California's comments on the California State University's plan to examine the possibility of developing a full-service campus in North San Diego County. You also asked how the nearby UC campuses at Riverside, Irvine, and San Diego might be involved in discussions concerning such a campus.

Since I received your letter, your office has sponsored a briefing meeting for all interested parties in San Marcos. I am pleased that the University of California could be represented at that meeting by Director Joyce Justus of my office, Executive Assistant to the Chancellor Robert Gill of the Riverside campus, and Dean of Graduate Studies and Research Richard Attiyeh of the San Diego campus. I understand that a second meeting to continue these discussions among the interested parties is scheduled for June 2, and that the Irvine campus will join San Diego, Riverside, and the Office of the President in sending a representative.

The initial reactions of UC representatives who attended the San Marcos meeting were supportive of CSU's planning approach and direction in North San Diego County. Of course, we will want to analyze the feasibility study in some detail before

Chancellor W. Ann Reynolds
May 18, 1988
Page Two

commenting at length on CSU's plans. Nevertheless, I did want to convey to you both our appreciation for your concern that the nearest UC campuses be involved in discussions of CSU's plans, and our initial reaction, which is positive.

Looking forward to hearing from you on this matter as your plans progress, and with best wishes, I am,

. Sincerely,



David Pierpont Gardner

cc: Chancellor Atkinson
Chancellor Peltason
Chancellor Schraer
Senior Vice President Frazer
Associate Vice President Moore
Director Justus
Assistant to the Chancellor Gill
Dean Attiyeh

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD CHICO DOMINGUEZ HILLS FRESNO FULLERTON HAYWARD HUMBOLDT
POMONA SACRAMENTO SAN BERNARDINO SAN DIEGO SAN FRANCISCO SAN JOSE



LONG BEACH LOS ANGELES NORTHRIDGE
SAN LUIS OBISPO SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR

(213) 590- 5515

April 25, 1988

Dr. Arthur E. Hughes, President
University of San Diego
Alcala Park
San Diego, CA 92110

Dear Art:

In June of 1986 President Thomas Day of San Diego State University wrote to you requesting your comments on our plans to establish the North County Center of San Diego State University in the city of San Marcos. I am writing today to update you on the status of that project and to again solicit your comments.

Permanent facilities for the North County Center were approved by the California Postsecondary Education Commission in December 1987. We are purchasing a parcel of land in San Marcos (the Prohoroff Ranch property at the corner of New Barham Drive and Twin Oaks Valley Road in San Marcos) where the facilities for the Center are to be constructed.

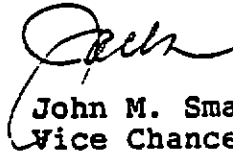
We are now engaged in a feasibility study for a full-service campus at the San Marcos site. This study was mandated by the Legislature in the 1987-88 Budget Act which also provided the funds for purchase of the San Marcos site.

Briefly, the North County Center located in its temporary quarters in San Marcos currently enrolls approximately 1,300 upper division and graduate students (500 FTE). We project enrollments will increase to 1,500 upper division and graduate students (1,000 FTE) by 1990. If a full-service campus including lower division were established in the mid-1990s, we would anticipate approximately 3,800 students (including 700 lower division) in 1995 and 6,000 students (4,700 FTE) in the year 2000. The campus would offer a range of perhaps 30 undergraduate and 12 graduate degree programs.

-2-

We would very much appreciate your comments regarding the concept of a full-service campus and its relationship to your institution. If you have questions or concerns please let me know. We would be glad to meet with you to discuss the proposal in more detail.

Sincerely,



John M. Smart
Vice Chancellor
University Affairs

JMS:pfz

cc: Dr. W. Ann Reynolds
Dr. Lee R. Kerschner
Dr. Anthony J. Moyer
Dr. Thomas B. Day

University of San Diego

Office of the President

May 12, 1988

RECEIVED
OFFICE OF THE DEPUTY PROVOST

MAY 17 1988

Mr. John M. Smart
Vice Chancellor
University Affairs
The California State University
400 Golden Shore
Long Beach CA 90802-4275

CALIFORNIA STATE UNIVERSITY

Dear Jack,

I'd like to respond to your inquiry about my reactions to San Diego State University's plans for a full service campus in North County.

My initial reaction to what I thought was being proposed was enthusiastic because my earlier reading of the proposal was to have units of the University that are severely impacted on the San Diego campus be extended to the San Marcos campus. What is being proposed, as I now understand it, is another full state university in the San Diego area. I seriously question the need for another major investment of state resources in a full-fledged campus in the San Diego area.

There are currently two community college campuses, Mira Costa and Palomar, which serve well the San Marcos area. They are already offering the first two years of college at the taxpayers' expense. Why not let them continue to do that?

Secondly, there is no question that the expansion of San Diego State with a second full service campus will compete dramatically with the University of San Diego and other private institutions in this region. Rather than make a capital investment in still another campus, I believe it would be much wiser to provide scholarship support for students to attend private institutions instead of seeking the capital resources necessary for the kind of expansion you are contemplating. The impact of community colleges doesn't have the kind of adverse effect that a SDSU North County Center would have on us since community college students must transfer if they continue.

What I can reasonably expect from what I have learned about recent developments with the North County Center is that we will have another California State University serving the San Diego area. To think that that will not impact us negatively is unrealistic.

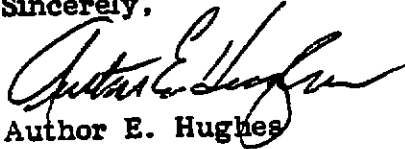
Mr. Smart

2 of 2

5/12/88

These comments are probably not what you wanted to hear, Jack,
but they reflect my thoughts on the proposal for a full-fledged
campus in the North County.

Sincerely,

A handwritten signature in cursive script, appearing to read "Author E. Hughes".

Author E. Hughes
President



City of San Marcos

105 W. RICHMAR AVENUE • SAN MARCOS, CALIFORNIA 92069

619/744-4020

May 31, 1988

Dr. Richard Rush, Dean
San Diego State University
North County Campus
800 W. Los Vallecitos Blvd.
San Marcos, CA 92069

Re: Dr. Jewett's Study Regarding "The Feasibility of Establishing
a Full Service CSU Campus in North San Diego County"

Dear Dick:

I understand Dr. Jewett's study will be the principal item of discussion at the Advisory Committee's meeting on June 2, 1988.

Lee has been kind enough to give me a copy to review and overall, I would have to say that the study is quite well done.

However, there is one statement contained within the study, on page 91, that I believe needs clarification. On page 91, under Item F, "Indications of Local Interest and Support, Criterion #3b.," under item #2, it states the following:

"2. The City has made a commitment to provide water and sewerage services to the site."

It needs to be understood that the City's commitment is to construct the water and sewer pipelines, in conjunction with the street improvements, along the frontage of new Barham and Twin Oaks Valley Road, based upon the sizes given to us by CSU. The City has never committed, nor could they financially commit, to actually providing water and sewer capacity and/or hookups for the campus. This has always been understood to be the requirement of the CSU and not the requirement of the City. The City's commitment is to simply lay the necessary pipes, based upon the sizes given to us by CSU, to serve the campus based on buildout. Capacity fees and/or hookups for the campus will be at the expense of CSU.

I wanted to make sure this was clarified prior to getting further confused, considering the "San Marcos Bill" has finally made its way through the California legislature, which would seem to indicate that the various special districts that charge for water and sewer capacity and hookup fees will be able to pass that charge on to the CSU.

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CITY COUNCIL

Lee B Thibadeau, Mayor

Mark Loscher, Vice Mayor

Mike Preston

Pia Harris

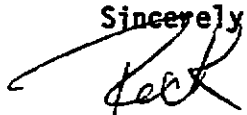
F H Smith

Page 2
Richard Rush
May 31, 1988

I appreciate your addressing this issue and ensuring that it's properly clarified, so that there is no misunderstanding as we move forward in the development of this very important campus within the City of San Marcos.

If you have any questions regarding the above mentioned matter, please feel free to give me a call.

Sincerely,

A handwritten signature in dark ink, appearing to read 'R. W. Gittings', with a long, sweeping horizontal line extending to the left.

R. W. Gittings
City Manager

RWG:sv

cc: Paul Malone
Lee Thibadeau, Mayor



Senate

California Legislature

WILLIAM A. CRAVEN
SENATOR
38TH DISTRICT

VICE CHAIRMAN
COMMITTEE ON RULES

June 2, 1988:

Dr. Herbert L. Carter
Executive Vice Chancellor
California State University

Dear Dr. Carter:

My staff has reviewed your draft report to be submitted to the Legislature and CPEC that will propose a full-service four-year University in North County. Upon review I have several concerns that I would like to bring to your attention.

- 1) By using figures from the five smallest campuses in the CSU System on which to base student population projections, program development and capital outlay do not truly reflect the demographic or economic projections for San Diego County in general and the North County area specifically.
- 2) I feel this approach will be a self-fulfilling prophecy. We will be considered along with the smallest campuses, and therefore we will, in fact, be one of the smallest campuses.

I have attached the latest figure on population studies done by the Department of Finance and the San Diego Association of Governments, Series 7, for your perusal. In addition, CPEC has been kind enough to give me the figures from their latest report on where 1987 High School graduates have gone for their college education. I think you will find this material of great interest and understand my concern for the development of the North County Campus.

As you know, it has been my life-long dream to have a full service CSU campus in Northern San Diego County. I applaud your efforts in this regard and hope you will appreciate and consider my concerns.

Cordially,

WILLIAM A. CRAVEN
Senator, 38th District

WAC:d
Enclosure

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STATE OF CALIFORNIA

GEORGE DEUKMEJIAN, Governor

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

1020 TWELFTH STREET THIRD FLOOR
SACRAMENTO CALIFORNIA 95814 3985
(916) 445-7933



July 11, 1988

Dr. John M. Smart
Vice Chancellor
University Affairs
California State University
400 Golden Shore
Long Beach, California 90802

RECEIVED
OFFICE OF THE DEPUTY ATTORNEY GENERAL

CALIFORNIA STATE UNIVERSITY

Dear Jack:

In response to your letter of June 28 concerning the enrollment projections for the San Diego North County Center, we have reviewed the material you sent, as well as our own records and printouts, and have concluded that the revised participation rates and enrollment projections that you included in four tables are substantially correct. The only discrepancy between your figures and ours concerns the 1995 projection where you produced a "Gross Enrollment" of 6,862 headcount students while we found a number of 6,760. This stems from a probable typographical error in your Table 3 for the 35 and over group. You indicate 2,332 for that group where we have 2,232. Our final figures for 1990, 1995, and 2000 for the upper division and graduate facility, however, are substantially the same as yours at 2,155, 3,042, and 4,121, respectively.

It is difficult to determine exactly how this discrepancy occurred. My recollection is that some of the regular published enrollment reports from your analytical studies division were delayed due to the changeover of directors. This made it necessary for us to obtain data tapes from you and create our own programs here. My guess is that some programming errors occurred that produced the differences you noted in your letter.

I hope this causes you no inconvenience as you proceed with planning for the center, and perhaps, the campus itself. Naturally, we would be happy to advise anyone of the correction if you think that would be helpful.

Sincerely,

William L. Storey
Assistant Director
Finance and Facilities

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Appendix D

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD - CHICO DOMINGUEZ HILLS - FRESNO FULLERTON - HAYWARD HUMBOLDT
POMONA - SACRAMENTO SAN BERNARDINO SAN DIEGO SAN FRANCISCO SAN JOSE



LONG BEACH LOS ANGELES - NORTHridge
SAN LUIS OBISPO - SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR

December 14, 1988

Mr. William Storey
California Postsecondary
Education Commission
1020 Twelfth Street, Third Floor
Sacramento, CA 95814-3985

Dear Bill:

I am writing in response to Mr. Der's questions during the discussion of the "Twentieth Campus" at the December 12 Commission meeting regarding minority populations and outreach efforts to ethnic communities in the north San Diego area.

Ethnic Distribution

The attached table contains projections of the ethnic mix of the North County Service Area population. The region is projected to have a smaller share of minority population than the state in the year 2000, 37.7% verses 47.6%. However, because of the large total population, the minority population that will have access to the campus is nevertheless quite large, approximately 346,000 in 2000.

Outreach Efforts

The North County Center of San Diego State University has made an extensive effort to establish contact with ethnic groups in the region and to assertively make them aware of the educational opportunities available at the North County Center. In addition to recruiting efforts in the ethnic communities, the Center is planning degree programs in languages and ethnic studies as well as credential programs designed to train those who will become teachers in the ethnic communities.

The Educational Opportunity Program provides a full array of counseling, tutoring, testing and financial aid advising once students are enrolled. One major objective of EOP is to assist ethnic students to maintain their enrollments and complete their degree objective.

Mr. William Storey
December 14, 1988
Page 2

Another important aspect of access is the central location of the campus site within the north San Diego county region. Situated on Highway 78, a major east-west connector between Highways 5 on the coast and 15 in the interior, makes the campus readily accessible to the region. For those without autos, bus transportation will be available. A light rail system is in the planning stages.

The North County Center has a strong commitment to access and outreach efforts. I can assure you that the planned transition to an independent full-service campus will not in any way reduce this commitment.

In summary, the center/campus is committed to serve a large minority population in the north San Diego region. If you have additional questions or need more information on this subject, please let us know.

Sincerely,



John M. Smart
Vice Chancellor
University Affairs

JMS:pg

Attachment

cc: Dr. Kenneth O'Brien
Dr. Frank I. Jewett

North County Service Area, Population and Ethnic Mix

	1990	2000
Total Population	721,000	920,000
Asian	42,539	84,640
(%)	(5.9)	(9.2)
Black	39,655	50,600
	(5.5)	(5.5)
Hispanic	134,100	201,480
	(18.6)	(21.9)
White, non-Hispanic	496,769	573,160
	(68.9)	(62.3)
Other	7,931	9,200
	(1.1)	(1.1)
Total Minority		
Population	224,225	345,920
	(31.1)	(37.6)

Sources: Population from CSU, "A Report to the Legislature and ... North San Diego County", 1988, p. 50; ethnic distribution from Tadlock and Assoc..., "Demographic/Market Analysis...Northern San Diego County", 1986, p. 46.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of January 1994, the Commissioners representing the general public are

Henry Der, San Francisco, *Chair*
C. Thomas Dean, Long Beach, *Vice Chair*
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
Helen Z. Hansen, Long Beach
Guillermo Rodriguez, Jr., San Francisco
Melinda G. Wilson, Torrance
Linda J. Wong, Los Angeles
Ellen Wright, San Jose

Representatives of the segments are

Alice J. Gonzales, Rocklin, appointed by the Regents of the University of California,
Yvonne W. Larsen, San Diego, appointed by the California State Board of Education,
Alice Petrossian, Glendale, appointed by the Board of Governors of the California Community Colleges,
Ted J. Saenger, San Francisco, appointed by the Trustees of the California State University,
Kyhle Smeby, Pasadena, appointed by the Governor to represent California's independent colleges and universities, and
Frank R. Martinez, San Luis Obispo, alternate appointed by the Council for Private Postsecondary and Vocational Education

The student representatives are

Christopher A. Lowe, Placentia
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 95814-2938, telephone (916) 445-7933.

THE TWENTIETH CAMPUS

California Postsecondary Education Commission Report 89-2

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985

Recent reports of the Commission include

88-40 The Fourth Segment Accredited Independent Postsecondary Education in California The Fifth in a Series of Reports on the Financial Condition of California's Regionally Accredited Independent Colleges and Universities (December 1988)

88-41 Beyond Assessment Enhancing the Learning and Development of California's Changing Student Population A Report in Response to the Higher Education Talent Development Act of 1987 (Assembly Bill 2016, Chapter 1296, Statutes of 1987) (December 1988)

88-42 The Role of the Commission in Achieving Educational Equity A Declaration of Policy (December 1988)

88-43 Education Needs of California Firms for Trade in Pacific Rim Markets A Staff Report to the California Postsecondary Education Commission (December 1988)

88-44 Progress on the Development of a Policy for Revenue Collected by the California State University Through Concurrent Enrollment A Report to the Legislature in Response to Supplemental Language to the 1988-89 Budget Act (December 1988)

88-45 Prepaid College Tuition and Savings Bond Programs A Staff Report to the California Postsecondary Education Commission (December 1988)

89-1 Legislative Priorities for the Commission, 1989 A Report of the California Postsecondary Education Commission (January 1989)

89-2 The Twentieth Campus An Analysis of the California State University's Proposal to Establish a Full-Service Campus in the City of San Marcos in Northern San Diego County (January 1989)

89-3 Toward Educational Equity Progress in Implementing the Goals of Assembly Concurrent Resolution 83 of 1984 A Report to the Legislature in Response to Assembly Bill 101 (Chapter 574, Statutes of 1987) (January 1989)

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89-14 Analysis of the 1989-90 Governor's Budget A Staff Report to the California Postsecondary Education Commission (March 1989)